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ABSTRACT

This document explores the application of the community education process to restructuring activities at both the state and local level. The monograph contains the following papers: "In the Forefront of Restructuring" (Larry Decker, Valerie Romney); "Building Learning Communities: Realities of Educational Restructuring" (Larry Decker); "The Community Education Ethos: Relationship of Principles to Practice" (Donald Weaver); "Community Education in Educational Reform" (William Hetrick); "Restructuring Schools with the Forgotten Solution: Community Education" (T. R. Anderson, John Jeffrey); "National Education Leaders Speak Out on Community Education" (Larry Decker, Donna Schoeny); "America 2000 and Community Education" (Carl Jensen); "Promises to Keep: Can America 2000 Deliver What American Students Need?" (Susan Hall); "The 'Sleeper' in America 2000" (David Seeley); "Legislative Leadership for Educational Reform" (John Myers); "Community Education and Educational Reform: Where the States Are Now" (Linda Moore); "South Carolina's Total Quality Education: A State Model for Community Education" (Barbara Nielsen, Nancy Dunlap); "Kentucky's Family Resource and Youth Service Centers: An Expanded Role for Community Education" (Ruby Layson); "Community Education: A Foundation for Educational Reform in Ohio" (Sherry Mullett); "Effective Schools and Community Education: A Partnership for Educational Change" (Jacquelyn Rochford); "Community Education: Adapting to the Needs of an Urban Community" (Hugh Rohrer, Dan Cady); "School and Community Working Together: Community Education in Springfield" (Susan Freedman, Peter Negroni); "Community Education in Alabama" (Harry Toothaker); "Community Education Capacity Building: 1991 National Needs Assessment" (Valerie Romney); "The Evolutionary Image versus the Existing State" (S. McCune); "A Call for Action" (Larry Decker, Valerie Romney); and "Epilogue" (James Cooper). The document also includes 64 references and descriptions of the National Coalition for Community Education, National Community Education Association, and National Committee for Citizens in Education. (NLA)

Educational Restructuring and the Community Education Process

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Educational Restructuring and the Community Education Process

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In the Forefront of Restructuring

Larry E. Decker and Valerie A. Romney

Educational reform efforts are evident at the national, state, and local levels. The National Education Goals adopted by the President and the governors in 1990 identified current shortcomings in our educational system and specified goals to be achieved by the year 2000. The *America 2000* education strategy presented by U.S. Education Secretary Lamar Alexander in April 1991 is a long-range plan to move every community toward the achievement of those goals. Most community educators believe that community education can play a vital role in this wave of reform.

Many reformers limit their context to finance, curriculum, and teacher preparation. Others frame reform in terms of academic requirements, national testing, and parental choice of schools. Community education, an educational philosophy based on the principles of community involvement and lifelong learning, expands the focus to include enhanced educational opportunity for all, structured parent and community involvement, community partnerships in support of education, and increased interagency cooperation; the goal, ultimately, is to involve the entire population in the development of a truly educative community.

The papers that follow highlight community education's past, present, and potential role in educational reform. In a series of discussions, national education leaders explore reasons for the limited recognition community education has thus far received as a reform agent. Then practicing commu-

Larry Decker is associate dean for administration of the Curry School of Education and director of the Mid-Atlantic Center for Community Education at the University of Virginia. Valerie Romney, the Center's associate director, is a doctoral student in educational research and evaluation at the University of Virginia. With the support of the C. S. Mott Foundation of Flint, Michigan, they have conducted a series of projects focused on community education planning, development, and capacity building at the state level.

nity educators describe ways in which community education, given adequate opportunity and effective leadership, is beginning to enhance educational reform efforts at the national, state, and local levels.

Larry Decker describes the educational context for building learning communities as well as the philosophy and process advocated in the implementation of community education. Beginning with a short history of community education, Donald Weaver points out that community education practice has changed over time to accommodate local needs, while its guiding principles have remained the same. He examines four components—facilities, recognition, training, and reform—to illustrate historical influences on today's community education movement. William Hetrick continues this theme, pointing out that many of the buzz words now associated with educational reform are applications of community education's conceptual premises; he calls on community educators to focus on the process components of the field in order to have a meaningful role in the reform movement. T. R. Anderson and John Jeffrey provide an illustrative example of the application of community education principles to one agenda item of *America 2000*.

Although community education has a 55-year history of successful local practice, it is not widely recognized by mainstream public educators or political leaders as a ready vehicle for educational reform. This discrepancy between practice and perception was the topic of a series of interviews conducted by Larry Decker and Donna Schoeny with John Goodlad, Terrel Bell, Don Davies, and Joyce Epstein, who speak frankly about community education—its strengths and weaknesses —and its potential role in reform.

America 2000, the reform design of the U. S. Department of Education, is strongly recommended to community educators by Carl Jensen of the Department's FIRST Office in his article for this publication. A cautionary note is provided by Susan Hlesciak Hall of the National Committee for Citizens in Education, who points out "several serious omissions" in *America 2000* and raises provocative questions about some of its key recommendations. In response, David Seeley calls attention to one aspect of the plan that he thinks has received too little notice: the call for "communities where learning can happen."

Linda Moore relates five important restructuring strategies to community education principles and practice and takes a close look at community education in two states, Florida and Minnesota, in which community educators are providing both vision and leadership for school restructuring. John Myers argues that state legislators are the key to major educational reform and urges community educators to run for state-level office.

In South Carolina, Barbara Stock Nielsen, who was elected superintendent of education with a mandate for reform, and Nancy Cassity Dunlap

provide insight into how the systematic and comprehensive implementation of community education can supply the framework for reform. From Kentucky, where the entire education financing system was declared unconstitutional a few years ago, Ruby Layson describes how the Kentucky Education Reform Act of 1990 is moving education beyond the classroom as schools seek to address the basic human needs of students and their families. In Ohio, the community education process is providing a foundation for educational reform; Sherry Mullett recounts how small grants are supporting community education development, implementation, training, and model programs.

Many school districts have incorporated key community education components into their reform efforts. Danville, Virginia, had an established community education department that was prepared, with community-involvement strategies and processes, to move to the forefront of reform when a new superintendent provided the leadership for change. Jacquelyn Rochford describes how community education in Danville seized the opportunity to shift emphasis from programming to process, thereby facilitating the reform effort. Flint, Michigan, long recognized as a community education model, has changed from a working- and middle-class community to a city beset with joblessness and other urban problems. Hugh Rohrer and Dan Cady relate the restructuring of community education in Flint to meet the new challenges. According to Susan Freedman and Peter Negroni, education is a cooperative effort in Springfield, Massachusetts, involving families, the community, and businesses, as well as schools. They describe a variety of formal partnership agreements characterized by reciprocity, clearly articulated areas of responsibility, and the involvement of large numbers of people in a concerted effort to improve education. In Alabama, local community education programs are addressing at least three major concerns of reformers: help with homework, lifelong learning, and business support for schools; Harry Toothaker gives a thumbnail sketch of a few local programs.

Valerie Romney reports on the results of a national assessment of training needs in community education and points out the strength and depth of support among community educators for an active role in educational reform. The assessment was the first phase of a new project, the 1991-95 National Networking for State Community Education Capacity Building Project. A long-term effort by the Mid-Atlantic Center for Community Education, the project is supported by a grant from the C. S. Mott Foundation. Its primary purpose is to address the specific and varied needs of states as they prepare a future role for community education.

Finally, James Cooper concludes with several compelling points that underlie the challenges for educational restructuring.

"We can't do it all!" educators rightly cry, though they seldom add the obvious next sentence: "But we can *bring it all together for children."*

Lewis, A. (1991). "Coordinating Services: Do We Have the Will?", *Phi Delta KAPPAN*, 72, 5 (January), p. 340.

The future of our children and our community is in our hands.... We can mire ourselves in blame and excuses, or we can rise to meet the challenge with courage, conviction, compassion and will.... [In the words of Jerome Murphy], waiting for miracles stifles action and breeds dependency among ordinary people whose efforts are essential to improving schools.

The Greater Milwaukee Education Trust. (April 1991). *Our Schools, Our Future: A Community Call to Action.*

Building Learning Communities:
Realities of Educational Restructuring

Larry E. Decker

In a recent article, "School Reform Versus Reality," Harold Hodgkinson concludes that the question of how schools should be reformed is in reality a two-part question: "What can educators do that they are not already doing...to get [children] achieving well in a school setting? And how can educators collaborate more closely with other service providers so that we all work together toward the urgent goal of providing services to the same client?"

The key to answering the questions lies in the definition of "we." I suggest that in the context of building learning communities, the "we" is the home, school, and community working together in the framework of a global democratic society. As Guthrie and Guthrie (1991) accurately point out, the challenge is not to divide up responsibilities, but to reconceptualize the role of the schools and relationships among the school, the community, and the larger society.

Schools are providing more services than they did only a few years ago, but they alone cannot do what is needed. Changes in our society have forced us to recognize and acknowledge the interrelationships not only among the home, school, and community, but also among public and private enterprises. This acknowledgement has had in turn a profound impact on public education.

The interconnection between education and economic growth and development is a documented reality. The bottom line is that no advanced society can be economically competitive or economically stable without an effective education system for *all* of its members.

A second source of impact is recognition of the vital role of education in helping members of all societies understand and discharge their global

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responsibilities. Evidence of global interconnections and mutual interdependence grows daily and was seen in historic proportions during the 1991 Gulf War and its aftermath.

A third area of impact on public education is the world movement toward institutionalizing democratic values and practices in local, state, national, and world communities. The incorporation of democratic practices is as evident in the restructuring of the political systems of entire countries, notably in Eastern Europe and the Soviet Union, as it is in school-based management initiatives and industrial quality-improvement strategies designed to involve both the providers and the recipients of services.

In the field of education, the global and local interrelationship suggests the need to broaden the perspective of our education system. In spite of a wide diversity of factors that influence learning, many of today's educational reports and reform initiatives are narrowly focused. Across all types of educational institutions and among the various philosophical frameworks of educational experts, one finds few generalists who advocate the integration of diverse areas of specialization in order to enhance learning.

There are two primary causes for this narrow perspective. One is an increased emphasis on discrete bodies of knowledge, or "disciplines," and the tendency of individuals to promote and protect a particular perspective or interest. This tendency is very evident in higher education; for a demonstration of turf protection, one need only observe a faculty debate on some minor curriculum modification. Many other examples may be found throughout the education delivery system, especially in state and local education agencies.

Another cause of this narrowness of perspective is the way we think about education. We tend to view learning as a series of steps, not as a continuum, grouping students by age and by academic ability as measured on standardized tests. An example is President Bush's announcement in *America 2000* of the plan to develop a set of American Achievement Tests to be given in five core academic areas in the 4th, 8th, and 12th grades. Steve Parson (1990) summed up our test orientation:

> *Learning to learn is not often high on the list of priorities in our schools. The focus is on certain quantities of subject matter that must be consumed by the learner, especially those subject areas that will later appear in national examinations that are used to measure the quality of schools.*

Harold Hodgkinson (1985) also points out that narrowness of perspective results in a system in which "almost everyone who works in education perceives it as a set of discrete institutions working in isolation from each other. People working in each institution have virtually no connection with

all the others and little awareness of educational activity provided by the total." He (1989) urges the integration of education, health care, transportation, housing, and corrections services, asking educators:

> *...to begin to become familiar with other service providers at their level, as they are serving the same children and families as clients. It is painfully clear that a hungry, sick or homeless child is by definition a poor learner, yet schools usually have no linkage to health or housing organizations outside those run by the schools themselves. There are...interlocking effects of deprivation.*

Although the need for the home, school, and community to work together is underscored in almost all educational reform initiatives, a real barrier to creating such a partnership arrangement is the fact that many people perceive schools and school systems as remote, bureaucratic institutions that are unresponsive to society's changing needs. Community educators are changing this perception and serving as the catalyst in developing a wide variety of collaborative efforts. The result of their talent for successfully involving the home, school, and community in school reform efforts is the reconceptualization of the role of schools and relationships among the school, the community, and the larger society advocated by the Guthries and Hodgkinson.

A Successful Process for Building Learning Communities

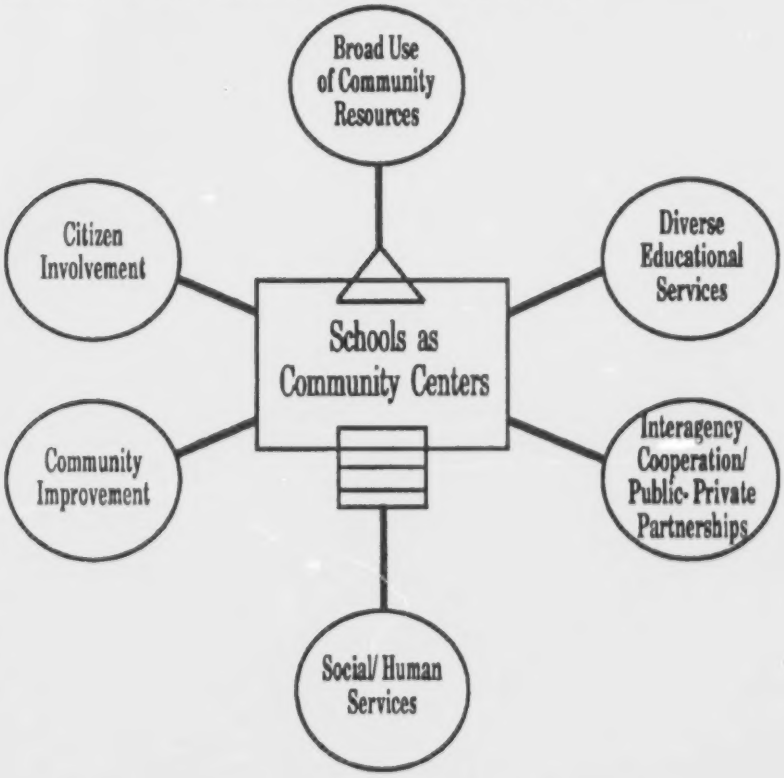
Community education is a historically documented process for building learning communities. It has been around for a long time, but it has not been well-publicized in main-stream education circles.

Community education is both a philosophy of education and a model for systematic community development efforts. The process has four major components:

1. Provision of diverse educational services to meet the varied learning needs of community residents of all ages;
2. Development of interagency cooperation and public-private partnerships to reduce duplication of efforts and improve effectiveness in the delivery of human services;
3. Involvement of citizens in participatory problem solving and democratic decision making; and
4. Encouragement of community improvement efforts that make the community more attractive to both current and prospective residents and businesses.

In the community education model, the school functions as a support center for a network of agencies and institutions committed to meeting community needs and expanding learning opportunities for all members of

the community. The concept stresses broad-based community participation in problem solving and democratic decision making. The emphasis on broad-based involvement in educational reform is particularly important at a time when less than 25 percent of American households have school-age children and, therefore, often have little contact with schools. This focus on involvement is grounded in a well-known trait of human nature—people develop commitment to, and a sense of ownership in, causes, organizations, and activities for which they have some responsibility.



The restructuring of schools and education using the community education process is underway in many localities and in some states. Its use is particularly evident in four states, Alabama, Florida, Kentucky, and Minnesota (Decker and Romney 1990). In each state, there is both a strong state network and a number of exemplary local community education projects. State-wide initiatives and support activities encourage local community education efforts to address specific concerns.

In Alabama, community education is focused on:

- K-12 achievement
- Parental involvement
- In-school volunteerism
- Extended-day programs
- At-risk youth

In Florida, community education is focused on:

- Literacy and lifelong education
- At-risk youth
- The elderly
- Problems associated with rapid population growth
- Health issues related to AIDS and substance abuse
- Crime
- School-age child care

In Kentucky, community education is focused on:

- Educational reform
- Family education and support
- Parent/citizen involvement in educational systems
- Collaboration in the delivery of human services
- Youth community service
- School-community partnerships

In Minnesota, community education is focused on:

- Family and early childhood education
- Literacy and adult basic skills
- Community service and volunteerism
- Health and human services
- Youth development
- Adults with disabilities

The Challenge

Building "communities where learning can happen" is not just a phrase in *America 2000*; it is the task of communities all across the United States. But it is a task that will not be accomplished overnight nor without a plan. Community education provides the plan, but it also takes both strong leadership and a shift in perspective.

In terms of leadership, community education requires an individual or group who recognizes the opportunity and acts as a catalyst in bringing together representatives of community agencies, organizations, businesses, and neighborhoods to talk about community problems and to devise solutions. Because the complexity of our ethnic, environmental, and educational experiences affects both our perceptions and our attitudes,

community education leadership must find a way to overcome what has been called the "terrible t's"—tradition, turf, and trust-level—which can negate community involvement initiatives.

If community education is to be successfully implemented, schools must be afforded the autonomy and flexibility to respond to diverse learning needs. The school's dependence on its community in the teaching/learning process must be recognized. Some power must be shifted from the central office to local schools. Efforts must be made to strengthen home-school-community linkages. Teachers and community members must be involved in democratic decision making and in activities designed to provide instruction for learners of all ages.

Community education must be viewed as a process, not as a program. Its major components must continue to change as community conditions change. Over time, learning and human service needs change. Cooperative ventures and partnership activities will have to be modified or refocused. Community improvement efforts may have to be redirected and new participatory problem-solving efforts initiated. For long-term effectiveness, community thinking and action must be based upon a broad perspective whose goal is the nurturing of human growth in a learning community.

Educational leaders and policy makers must recognize the interconnection between the home and school and between the school and community and define the role of the school in relationship to its community and the larger society. Finally, they must use democratic principles and practices to connect educational systems to communities. Their role is critical. As Richard Miller, executive director of the American Association of School Administrators, points out in *Restructuring America's Schools* (Lewis 1989):

> *...the future rests on their leadership, their vision, their openness to ideas, their knowledge of how students learn and organizations work, their commitment to involving staff and community in the improvement process, and their ability to develop and sustain structures that work for the benefit of each and every person who wants and needs to learn.*

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[C]onfronting local problems and facilitating the discovery of appropriate solutions is the most likely road to effective reform. People-oriented institutions change in the same way people change: slowly, step by step, as a result of evolving beliefs, feelings, attitudes, vaules, and goals of individual persons. Indeed, the accumulation of solutions brought about by this process can transform an institution.

Combs, A. W. (1988). "New Assumptions for Educational Reform," *Educational Leadership*, (February), p. 40.

Only when schools are allowed to reflect the diverse values that are the salient characteristic of American society can public schooling be a community enterprise in which citizens have a genuine investment. Under these conditions, public schools and public education can become a powerful means of community building.

Wilensky, R. and Kline III, D. M. (1988). "Rethinking Reform," *ECS Working Papers*. Working Paper No. HL-88-1. Denver, CO: Education Commission of the States, (May), p. 16.

The Community Education Ethos:
Relationship Of Principles To Practice

Donald C. Weaver

In *Democracy in America*, written in the 1830s, Alexis de Tocqueville, the French social philosopher, showed clearly how the mores and practices of the American people had shaped the American character (Bradley 1945). Similarly, the current character of community education was shaped by principles and practices extant throughout its history.

Seay (1974) relates the early development of the community education concept to social and educational issues of the time, and Totten (1969) traces the development of the "community school," including the Flint, Michigan model, as it responded to needs of the community. Minzey and LeTarte (1979), whose textbook is the most widely used for training in the field, discuss the historical and philosophical antecedents of community education as well as its component parts. A personal account of philanthropist C. S. Mott's encounter with educator Frank Manley in the development of community schools in Flint, Michigan, is provided in Clarence Young's *Foundation for Living* (1963).

Over the years, the *Community Education Journal* has also provided insight into the development of community education. Of particular interest to current practitioners is the Fall 1989 issue, in which Pat Edwards, program officer of the Mott Foundation, discusses both the history and current status of the Mott Network, and John Zemlo, Phil Clark, and others deal with what they term the "generations," or developmental stages, of community education.

Donald Weaver, professor emeritus at Western Michigan University, Kalamazoo, is active in his retirement as chair of the National Coalition for Community Education, director of the Mott Training Network Project, and member of the National Networking for State Community Education Capacity Building Projects Advisory Committee.

The Community Education Ethos

Community education practices must be adapted to the societal context within which they are employed; consequently, they tend to change as community conditions change. But the tenets upon which these practices are based have their roots in the history of the movement, providing a set of guiding principles that constitute the community education ethos. Whereas practices change to accommodate local needs, the guiding principles that characterize community education tend to remain constant over time.

It is important for community educators to understand the historical events that led to the development of the community education ethos, because such an understanding will permit them to adapt their practice to current needs while at the same time adhering to the principles that legitimize the community education movement.

The Past As Prologue

Conditions that characterize the community education movement today are a result of attempts to mediate between immediate societal demands and the long-established tenets of community education. An examination of four conditions—facilities, recognition, training, and reform—illustrate the importance of the historical influences that helped shape the present community education movement.

An estimated 10,500 school buildings in the U.S. are currently available for community use.

A survey conducted by the Mott Foundation (1990) reported an estimated 10,500 community school buildings in use in the U.S.; this was not always the case. In 1935 in Flint, Michigan, the "lighted schoolhouse" was promoted by Frank Manley as he struggled to establish the principle of community ownership of the schools. Manley's chief interest, however, was not in lighted school buildings but in a community in which, in the words of Totten (1969), "the school becomes a center of services to help all people learn how to fulfill their wants and needs, which takes the lead in community development and in resolution of social problems."

Unfortunately, the lighted schoolhouse has, in many instances, become a goal in itself without regard to the quality of the activities within. (C. S. Mott is reputed to have remarked to Manley, "I'm more concerned with what's going on behind those lighted windows than with how many are lighted.")

The tenet established in Flint, Michigan, almost 60 years ago and carried forward to the present day is that community education uses all resource—including school buildings—to serve the needs of children, families, and communities.

The apparent inability of many professional educators and the lay public to understand and/or accept the community education concept is a cause for concern on the part of many community educators.

An examination of the history of the community education movement explains, in part, the failure of many people to embrace the community education concept. Although community education has been practiced in this country for more than half a century, there is no commonly accepted definition of community education. The concept of the "community school," on the other hand, has been clearly delineated by writers over the years. Clapp (1939) described the community school as "a used place, a place used freely and informally for all the needs of living and learning." Totten (1969) defined the role of the community school as enlisting the services of all citizens to provide education for the total community and enlisting the services of all citizens in providing that education. The concept of the community school as a *place* for delivery of educational services to the *entire community* was easily understood and readily accepted.

The definition problem emerged during efforts to expand the concept beyond the school. By the late '60s and early '70s, it was clear that the school was not the only agency serving the educational needs of the community. Industry, government, and various social service agencies were also providing educational services, and personnel from those agencies considered themselves community educators. For that reason, the National Community School Education Association dropped the word "school" from its name in 1972 and became the National Community Education Association, hoping to expand its membership to include all those engaged in education in the community.

Minzey and LeTarte (1979) defined community education as a "philosophical concept," distinguishing between community education and the community school: "[C]ommunity education is a concept and the community school is one of the most effective delivery systems for achieving that concept." The Mott-funded Endowment Planning Task Force (1987) developed a brochure entitled *Community Education—What Is It?* Widely disseminated across the country, the brochure is more a description of community education than an attempt to define it. Professional community educators have resisted efforts to define what they do, arguing that a tidy definition could restrict those who wish to be creative in delivering services to the community.

Defining a complex concept is admittedly difficult, but it is equally difficult to market a concept that defies definition. Community educators are now faced with marketing the concept in a marketplace already confused

by meaningless educational jargon, and they are unlikely to be successful until their product can be touted as something more specific than "improving the quality of life."

At the very time when community educators are challenged to provide new and creative leadership, there are few opportunities for training in the skill areas essential to such leadership.

Historically, as training needs emerged in the community education field, programs were developed to meet those needs. In 1964, when the marketing of the community school model across the country had created an accompanying demand for trained personnel, the C. S. Mott Foundation, along with seven Michigan universities, launched a massive training program known simply as the Mott Intern Training Program. Over the next 10 years, this program was to produce more than 700 men and women trained to provide community education leadership throughout the country. Following the demise of the Mott Intern Program, the Foundation subsidized training programs in selected universities for several years. Both the intern program and the university training were intensive, carrying university credit in one- and two-year programs.

Since 1983, there have been few new initiatives in community education training, and many of the old university training programs have been discontinued. Fortunately, when the intern program was phased out, the Mott Foundation established the National Center for Community Education (NCCE) in Flint, to provide short-term training. The Center trains 400 people each year in one- and two-week sessions. Both the National Community Education Association (NCEA) and local and state professional community education associations also provide in-service training.

In the past, community education training has been:

1. Clinical in its approach, using existing community education programs as laboratories in which interns can practice their skills.
2. Based upon the Katz (1955) formulation of skills for educational administrators. Seay (1974) reported on training programs in technical, conceptual, and human skills areas, detailing specific skills applicable to community education in each of the three areas.
3. Targeted toward applicants already screened for human skills. As early as 1950, Manley indicated that applicants picked for positions in the Flint schools should be "people...that were really human and felt that they wanted to do something for their fellow man."
4. Similar to traditional training programs for educational administrators. Since community education programs were operated primarily by schools, with some community outreach, community educators should have the usual skills in educational administration, plus some exposure

to such areas as communications, community organization, sociology, and political science.

What must concern community educators today is the future of community education training in this country. The picture is bleak. In a 1989 discussion of future training needs, Duane Brown, director of NCCE stated, "To meet that [training] need fully, an exorbitant amount of money would be required—no doubt more money than could realistically be raised." The problem of future training in community education is exacerbated by changing expectations for community educators. The school-based community education programmer of the past must now provide new and creative leadership to address a host of societal problems. Again, the history of community education training offers some direction. When training needs surfaced in the past, someone was commissioned to develop a model for training that included those aspects of training unique to community education. This is a place to start. Further, in the past, all the professional associations concerned with training pooled their efforts to push for the resources necessary to mount a massive training effort. It is time again for such an initiative. And, finally, those institutions across the country with outstanding records in community education training should be engaged in a concerted effort to determine the future direction of training efforts.

To date, it appears that community educators have not been significantly involved in efforts to reform the public schools in this country.

The most recent report of local community education initiatives describes 132 projects in 46 states and the District of Columbia (Decker and Romney 1990). The programs described include efforts to resolve local community problems, provide remedial and enrichment education for all ages, collaborate with other community service agencies, etc.—all worthy community service initiatives directed toward an improved quality of life. There are, however, few examples of initiatives directed toward reform of the education system itself.

The absence of activities directed toward reform of the system is ironic, since many of the activities reported by community educators—enrichment and remedial programs,for example—are intended to correct what critics would contend are failures of the education system in the first place. This suggests that community educators would rather provide remedial programs than reform the system itself.

The history of the community education movement helps explain why community educators have not directed their efforts toward basic educational reform. Those who pioneered the community education movement envisioned a school-community partnership in which each partner benefitted

from the other's involvement. However, many professional educators, viewing community involvement as an intrusion upon their territory, vigorously opposed any effort to establish a school-community partnership. Faced with such opposition, many community educators opted to establish community education programs outside the K-12 system, reasoning that what happened after school hours need not disrupt the day program. In fact, Manley was so successful in establishing a separate program in Flint that the Flint schools were operated for many years as two systems, with a superintendent for K-12 and a superintendent for community education. Manley eventually became aware of the fallacy of such a dual system and succeeded in convincing the board of education to consolidate all programs under one superintendent for community education, but the notion that community education is somehow separate from the rest of the education establishment persists to this day.

Those community educators who would change the course of their history and work directly to improve the public schools must first build constituencies within the system—that is, they must come to be viewed as leaders by the teachers and administrators who work within the schools. The difficulty of building these constituencies cannot be minimized, but they are essential to success in building school-community partnerships; they will enable community educators to provide the leadership required to involve the community in efforts to improve the educational program of the schools.

Those who would modify current community education practices must take into account the community education principles and practices established over time. These principles and practices may impede or facilitate change, but they must be considered in any attempt to improve programs or services provided in the name of community education.

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My vision of what must happen calls for a "community school"—a vital collaborative venture with open doors for the whole family and an array of community services: a satellite health clinic, mental health services, infant and child care center, outreach home-visiting services, after-school recreation and cultural events, adult education, drug treatment, life skills, and community service programs. This vision includes the location of a public assistance office on school grounds, so that young welfare parents are assured a role—a beautiful picture, and one that demonstrates the complexity of collaborative ventures, because at least ten different categorically funded and operated programs would have to be involved as well as the school's educational function.

How can this fantasy become a reality within the prevailing institutional and ideological climate? A first step might be the rapid development and implementation in every disadvantaged community of a comprehensive planning mechanism with the capacity of joining the school reorganization movement to the comprehensive health and social services movement.

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Community Education In Educational Reform

William M. Hetrick

Programs for parent and community involvement, learning options for special populations, extended-day and day care, school-business partnerships, networking, site-based management—current educational journals are full of articles on these strategies for addressing areas of concern related to educational reform. To many educators, the ideas suggested by these buzzwords offer exciting new possibilities for change in our educational institutions to better meet the challenges of a changing society. Anyone who professes to be a community educator, however, would recognize each of these strategies as a programmatic application of one of the conceptual premises set forth in community education philosophy by early leaders of the movement.

Evidence of this is seen in the November 1972 *Phi Delta KAPPAN*, an issue devoted entirely to community education. In the lead article, "Community Education: An Amalgam of Many Views," Minzey wrote:

> *Community education is not a combination of disjointed programs or an "add on" to the existing education structure. It is an educational philosophy which has concern for all aspects of community life. It advocates greater use of all facilities in the community, especially school buildings which ordinarily lie idle so much of the time. It has concern for the traditional school program, seeking to expand all types of activities for school-age children to additional hours of the day, week, and year. It also seeks to make*

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> *the educational program more relevant by bringing the community into the classroom and taking the classroom into the community. It includes equal educational opportunity for adults in all areas of education: academic, recreational, vocational, avocational, and social. It is the identification of community resources and the coordination of these resources to attack community problems. And finally, it is the organization of communities on a local level so that representative groups can establish two-way communication, work on community power, and work toward developing that community into the best it is capable of becoming.* (p. 150)

Clearly, the buzzwords itemized above describe programmatic applications of these principles.

Seay (1974) put it simply: "Community Education is the process that achieves a balance and a use of all the institutional forces in the education of all the people of the community."

Several major premises are implied by these early vision statements.

1. "Education" is a much broader concept than "schooling." Schooling is what we typically associate with classroom learning, grades, and contact hours, while education includes all of those life experiences that help a person succeed in our society and create a better environment for herself or himself.
2. Learning is, therefore, a lifelong process.
3. Traditional school programs should be expanded both in timeframe and program offerings to meet new, emerging societal needs. Programming must be for all ages and must address academic, recreational, vocational, avocational, and social needs.
4. Expanded school offerings will require greater use of the school itself along with other community facilities.
5. To achieve maximum effectiveness, collaborative use of the financial, physical, and human resources of other business, agency, and institutional organizations in the community will be needed to meet changing community needs.
6. To assure community input, it will be necessary to decentralize communities to the point of providing local neighborhood groups with a decision-making procedure that enables them to deal with local issues and problems at the neighborhood level.

Many of these premises were championed years ago by such pioneer community educators as Ernest Melby, Frank Manley, and Fred Totten. Community education philosophy has been a major contributor to identifying and focusing attention on key areas of concern in the current educational

reform movement. Community educators can take pride in the fact that community education has unquestionably helped generate a strong community consciousness among professional educators.

Why, then, do current articles focusing on parent and community involvement, learning options for special populations, extended-day and day care, school-business partnerships, site-based management, or networking seldom mention community education? Many of the authors of these articles would acknowledge that they have heard of community education, but perhaps view it in the same way many of our colleagues in education do, as providing programs and activities for youths and adults in the school setting but after regular school hours and outside the normal school year. This may be a false perception, but, as all politicians know, what *is* may be less important than what people *think* is.

On a philosophical level, community educators recognize the importance of community education's "process" components, but on the practical level, many of us have become primarily programmers, not coordinators. We have stayed within our own comfort zones—offering classes and activities for all ages, budgeting, recruiting teachers, designing brochures, and counting participants. We have limited ourselves, denying ourselves the potential that can be realized only if we tap all of our communities' resources.

If community education is to realize its full potential, community educators must create a new paradigm, focusing our attention on collaborative efforts with many of the businesses, agencies, and institutions that serve our communities. We must work with neighborhood groups to involve them in participatory decision making and thus build a strong base of community support. Above all, we must let others know that this *process* is a major part of community education.

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Restructuring School/Community Outreach

In the industrial society, the school, as an institution, existed largely outside the mainstream of the community. Today we understand the need for greater community involvement and integration. The restructured school will have more parents involved as participant/consumer decision makers. Schools, instead of being isolated, will be community human resource development institutions. Businesses, far from being an observer, will become a collaborator, and the school will integrate education and become the center of a learning community in which citizens of all ages engage in the continuous learning of the knowledge and skills needed for their well-being in the information society.

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Restructuring Schools With The Forgotten Solution:

Community Education

T. R. Anderson and John Jeffrey

The roof is leaking! Quick, get the buckets!

That's how education demographer Harold Hodgkinson describes America's efforts to reform its schools (Hodgkinson 1991). In his metaphor, education is a once-beautiful home that has deteriorated over time. The owners, realizing this, try to repair the obvious damage, but they somehow overlook the leaky roof. So they redo the plaster, repair the windows, replace the doors—giving attention to everything but the roof. The house continues to deteriorate...nobody seems to notice the roof. But until the roof is repaired, the house will never be beautiful or fully functional again.

So, what is the leaky roof in our educational house? Hodgkinson says it's the spectacular changes in children who now attend school. Fully one-third of them are at risk of failure before they enter kindergarten. School professionals did not cause these deficits, but some models of restructuring make that assumption. These models are repairing the windows, while the roof continues to leak.

In 1989, the U.S. House of Representatives Select Committee on Children, Youth and Families issued statistics that support Hodgkinson's assertions and shed light on his leaky-roof metaphor:

Tom Anderson, former Community School Director in Alpena, Michigan, and a 1973 Mott Intern, now teaches Educational Foundations and coordinates student teaching for Ferris State University in Big Rapids, Michigan. John Jeffrey, former Community School Director in Potterville, Michigan, and a 1973 Mott Intern, is now superintendent of schools in Big Rapids, Michigan. He is a member of the National Coalition for Community Education.

- One-fourth of all preschool children in the U.S. live in poverty.
- Seven out of ten women with children are active members of the workforce.
- The divorce rate has quadrupled in the past 20 years, pushing the number of single-parent families towards 25 percent; 16.2 million children are being raised in single-parent families, and that number is expected to increase 30 percent by the year 2020.
- Fifteen million children are being raised by single mothers whose annual income averages about $11,400 in 1988 dollars, while the average married couple makes $34,000. The number of babies born addicted to cocaine reached 350,000 a year by 1989; those who survive birth are poorly coordinated and have strikingly short attention spans.

Anyone who keeps up with professional reading has seen these dour statistics before. Yet, when professionals plan responses to the myriad of reports that have tumbled out of Washington and other centers of social responsibility (the National Commission on Excellence in Education, Carnegie Foundation, Holmes Group, National Governors' Association, et al.), somehow only the broken windows, the lopsided doors, and the unplastered walls of the schoolhouse get attention. The roof still leaks and, until it is repaired, all efforts to reform and restructure will fail. Restructuring schools requires a full and complete picture of the problems that need to be addressed and a sharing of responsibility for generating potential solutions to those problems. Schools cannot be "fixed" by educators alone, nor solely from within. Restructuring will require the efforts of many people and organizations—health and social welfare agencies, parents, business and political leaders (Hodgkinson 1991).

Anyone who has attempted to describe community education has used language similar to Hodgkinson's. Here, it would seem, is an opportunity to prove what community education proponents have been claiming for years: community education has the power to solve some of the complex problems that plague American society. Its power is the power of collective will—the power that comes from involving people in the process. Two long-time community education leaders, Larry Horyna of the Utah State Office of Education and Larry Decker of the University of Virginia have developed nine Principles of Community Education that speak to this capacity.

Could it be that thousands of communities all over this nation already have the power to fix that leaky roof? Is community education the answer to America's need for school reform?

PRINCIPLES OF COMMUNITY EDUCATION

Community education provides local residents and community agencies and institutions the opportunity to become active partners in addressing community concerns. It is based on the following principles:

- **Self-Determination.** Local people have a right and a responsibility to be involved in determining community needs and identifying community resources that can be used to address those needs.

- **Self-Help.** People are best served when their capacity to help themselves is encouraged and developed. When people assume responsibility for their own well-being, they become part of the solution and build independence rather than dependence.

- **Leadership Development.** The training of local leaders in such skills as problem solving, decision making, and group process is essential for ongoing self-help and community improvement efforts.

- **Localization.** Services, programs, and other community involvement opportunities that are close to where people live have the greatest potential for a high level of public participation. Whenever possible, these activities should be decentralized to locations of easy public access.

- **Integrated Delivery of Services.** Organizations and agencies that operate for the public good can meet their own goals and better serve the public by collaborating with other organizations and agencies that are working toward common goals.

- **Maximum Use of Resources.** Full use of the physical, financial, and human resources of every community must be coordinated if the diverse needs and interests of the community are to be met effectively and without duplication.

- **Inclusion.** Community programs, activities, and services should involve the broadest possible cross section of community residents. The segregation or isolation of people by age, income, social class, sex, race, ethnicity, religion, or handicapping condition inhibits the full development of the community.

- **Institutional Responsiveness.** Public institutions exist to serve the public and therefore are obligated to develop programs and services that meet continuously changing public needs.

- **Lifelong Learning.** Learning begins at birth and continues until death. Formal and informal learning opportunities should be available to residents of all ages in a wide variety of community settings.

(Developed by Larry Horyna and Larry Decker for the National Coalition for Community Education, revised 1992)

***AMERICA 2000* GOALS FOR THE NATION'S SCHOOLS**

By the year 2000,

1. All children in America will start school ready to learn.
2. The high school graduation rate will increase to at least 90 percent.
3. American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter, including English, mathematics, science, history, and geography; and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.
4. U.S. students will be first in the world in science and mathematics achievement.
5. Every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.
6. Every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

On April 18, 1991, President Bush announced his long-range plan to fix our educational system—*America 2000: An Education Strategy. America 2000* proposes six highly ambitious goals to be achieved by the end of this decade. The President has asked every community in the country to adopt these goals, develop a report card to track progress, and demonstrate willingness to create what he calls "New American Schools."

Not everyone agrees, of course, that the President's plan should be adopted. Just recently, a writer in *Education Week* asked, "Isn't *America 2000* just a conservative crusade based on faulty assumptions about total failure in the nation's schools?" (Kaplan 1991). Others argue that true consensus begins at the bottom, not the top (most community educators would agree), so any effort to launch a national plan without involving those who will have to implement it will not be adopted where it counts, in the minds of individuals (Kaufman and Herman 1991). One cannot assume, then, that the six areas of emphasis in the President's plan would survive a bottom-to-top national strategic planning process—not in real life. For purposes of this paper, however, the authors do make that assumption in order to illustrate how community education would work, had consensus on *America 2000* been reached by national political leaders, who now need a local strategy for implementation.

Assuming that a community decides to "repair" its educational system and is committed to the community education concept, how and where does it begin? If community education principles are used to address each goal, who should be involved? The first goal of *America 2000*—"All children will start school ready to learn"—is examined in the following example.

Principle of Self-Determination

The Principle of Self-Determination suggests that people at the local level are the best "problem identifiers" and "problem solvers." Thus, community residents from all walks of life would be convened by the local community educator to discuss and develop a local definition for "starting school ready to learn." This definition would represent the community's vision of school readiness.

Once a definition had been agreed upon, residents and professional educators would conduct a needs assessment to measure the gap between where the community is and where it wants to be in regard to school readiness. The gap would thus mark a starting point from which to develop a community-based strategy for closing the gap. (*Repair the roof!*)

Principle of Localization

The services, programs, activities, and events deemed necessary to school readiness will have an impact on more children and adults if they are delivered in locations close to the people who will use them.

Service users need to be asked where and under what circumstances they would have easiest access to activities and services. Responses will vary from community to community and perhaps from neighborhood to neighborhood. Perhaps the local school, church, community center, or even the home, will be identified. The important point is to *ask* where services ought to be provided and *respond* to the answers. Obviously, the best program provided in a poor location will not produce optimum results.

Principles of Self-Help and Leadership Development

This is the "teach a person to fish and he will eat for a lifetime" principle. Community residents must ask and answer the question of what skills are needed to assist in developing a school-ready population. If one response is the development of better parenting skills, local agencies and educators might assist by developing parent education programs. Further, such programs would be most effective if provided by leaders indigenous to the community.

Principles of Service Delivery and Resource Utilization

These principles point to the truth that a strong synergism results from cooperative efforts by community organizations and agencies. In the school- readiness scenario, local agencies would be convened to review the problem and discuss how each agency might contribute to solutions. By sharing expertise and resources, agencies would maximize their ability to assist in efforts to enhance school readiness.

Such an effort would require an ethos of unselfishness among agency personnel, a true sharing of physical, financial, and human resources. Consider, for example, what could happen if better health care for preschoolers were identified as a need. A nurse, a nutritionist, and a physical educator might join together to provide health programs for parents and children. Although these professionals might represent different agencies, their cooperative (and unselfish) efforts would have a greater impact on health care than their individual programming carried out in isolation from one another.

Principle of Inclusion

The community education concept holds that optimum community development is more likely when a wide variety of persons and personalities participate together in programs, services, and activities. In the case of school readiness, the community educator would facilitate the involvement of many community residents. This might include the recruiting of grandparents as volunteers in preschool classrooms, other residents as support for single parents, and still others as "huggers" at the local hospital.

Principles of Responsiveness and Integrated Delivery of Services

The needs of any community are dynamic, rather than static. Thus, programming designed to ensure that all children will begin school ready to learn must change over time. The community educator will need to convene representatives of public institutions and their constituents periodically to monitor progress toward the readiness goal. These meetings will provide an opportunity for honest, face-to-face conversation, evaluation, and feedback from community residents. The result will be a sharper focus on *current* problems and a greater responsiveness to *current* needs.

Principle of Lifelong Learning

A joyous tenet of community education is that people never stop learning. They continue to learn, in both formal and informal ways, long after their school days are over. The community educator's task is to explore formal and informal learning opportunities that promote school readiness for children. The possibilities are endless when all community residents are invited to identify, provide, and use these opportunities. Examples might include literacy training for parents, seminars on appropriate parenting skills, and opportunities for preschoolers to participate in developmentally appropriate activities in art, music, and dance.

If *America 2000* is fully funded as requested by the Bush Administration, it will cost $690 million in fiscal year 1992 to initiate activity in five categories: (1) a "New American School" in each congressional district by the year 1995; (2) a grant program to promote parental choice; (3) governors' academies to train teachers and principals; (4) grants to encourage alternative certification of teachers; and (5) cash awards to schools that show "meritorious achievement" (Jennings 1991). National organizations representing the public schools are mounting strong opposition, the chief objection being the use of federal funds to encourage enrollment in private schools.

It is not too late to place the six goals of the President's plan before the people of the nation. Something has to be done to stop the roof from leaking. Community educators have the tools needed to do the job; some folks just don't realize that yet. The "forgotten solution" needs to be dusted off and applied to the restructuring problem.

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America's children are truly an "endangered species." ...educators alone cannot "fix" the problems of education, because dealing with root causes of poverty must involve health-care, housing, transportation, job-training, and social welfare bureaucracies.

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Children who are hungry or insecure about their personal safety, who have limited access to decent health care, who enjoy little guidance in the matter of values or ethics, who daily try to cope with an unwholesome environment, and who do not have a decent, supervised place to play cannot be reached effectively by the schools. To address these problems so that children can be "enabled" to achieve educationally will require the committed collaboration of the school system and the broad spectrum of governmental agencies that are responsible for the health and well-being of children.

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National Education Leaders Speak Out on Community Education

John I. Goodlad — Terrel H. Bell

Don Davies — Joyce Epstein

Interviewed by

Larry E. Decker and Donna H. Schoeny

Everyone involved in public education seems to have a preferred plan for "restructuring" American schools to improve student achievement. President Bush, who has said he wants to be remembered as the Education President, and Lamar Alexander, his Secretary of Education, have announced the creation of a new nonprofit organization, the New American Schools Development Corporation, to create "high performance learning environments." To maximize political interest in schools, the Secretary has recommended designating one model school in each of the 535 congressional districts in the United States.

Almost every restructuring scheme, including the Bush-Alexander proposal for "New American Schools," includes community involvement strategies. All of the plans appear to acknowledge what researchers have been telling educators for decades: communities, as well as schools, affect learning outcomes.

Despite almost universal recognition of the importance of community involvement in education, no major restructuring plan currently afloat uses the term "community education," a historically successful approach to

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effective community involvement. The major tenets of community education—comprehensive parent and community involvement, interagency cooperation and coordination of a broad range of services, and educational opportunities for learners of all ages—turn up in many of the plans, but the term itself does not. An entire issue (January 1991) of *Phi Delta KAPPAN*, a widely read publication on education, was devoted to parent involvement in education but made no mention of community education as a strategy for involving parents and other community members in the life and mission of the schools.

Why? Why, in spite of nearly 55 years of successful local practice in a great variety of large and small communities across America, has community education failed to win the attention and support of mainstream public educators? Why has its acceptance been limited to a few states and a relatively small number of school districts?

Advocates of community education have long warned practitioners not to present community education as an "add-on" program—something nice to have in good times, but expendable in budget crunches. From the beginning, community education theorists have held that community education is a genuine educational philosophy, a way of viewing public education as a comprehensive community enterprise. Why has this vision failed to inspire—or even interest—large numbers of professional educators, in spite of overwhelming evidence that good schools are the products of supportive, involved communities?

To get some answers, we decided to ask four prominent educators who are familiar with community education. The interviews were conducted by telephone in March and April of 1991, following letters of inquiry. With permission of the interviewees, the conversations were recorded and subsequently edited and condensed for publication.

The interviewers were Larry Decker, Associate Dean for Administration, Curry School of Education, University of Virginia, Charlottesville, and Donna Schoeny, an educational consultant. This idea originated in a dialogue on the Community Education Computer Network (CENET). The questions were developed through CENET participants' interaction, and results of the interviews were reported to the network. Virginia Decker facilitated the CENET component of the project. Janet Webb and Lorraine Cote transcribed the original tapes and provided wordprocessing services. Mary Boo provided editorial assistance.

Interview with John I. Goodlad

In current discussions of educational reform, we hear little mention of community education or the community education movement. Many of the tenets of community education are there, but the term itself is rarely used. Why do you think this is so?

That is an interesting and timely question. I have been fielding many telephone calls about the Secretary's and the President's education initiative, and there is, of course, no mention whatsoever of community education in any of this. The major problems we are confronting in education are deeply imbedded in a larger infrastructure than schools as we now conceive them, and yet, even though this area has been identified and talked about and written about in all kinds of ways, it is not being addressed in educational reform or in educational rhetoric at all. So, your question is intriguing.

How familiar are you with community education as a field?

Actually, my connection goes 'way back. In the late '40s and in the '50s, you may remember the work of Lloyd Alan Cook, an educational sociologist at Wayne State University, who was a real pioneer in community education. He worried about the relationship of the school and the community and explored the concept of the community school. Indeed, James B. Conant's book [*Slums and Suburbs*] on suburban and urban schools in the early '60s raised serious questions about the decay of the community infrastructure and its effect on the school. And then you may also remember that the Kellogg Foundation was very involved in the early community school movement. Kentucky was a big community education/community school center, and that work was headed up by Maurice Seay of the Kellogg Foundation, who later became chairman of the Department of Education at the University of Chicago. So there was a period, post-World War II right up until the late '50s or early '60s, when there was a lot of discussion of the idea of the community school. And then, of course, there was all the work of the Mott Foundation. We resurrected some of that work in the research division of the Institute for Development of Educational Activities—IDEA—sponsored by the Kettering Foundation and actually came out with a book on school and community that aroused no interest at all. We got no feedback

For the past 25 years, John Goodlad has been inquiring into the conduct of schools at all levels and in several countries. He currently is a professor in the College of Education and director of the Center for Educational Renewal at the University of Washington, Seattle.

from it, and that was in the '70s. So, there *has* been a continuing interest and concern on my part and on the part of others, but nobody picked it up.

Do you have any ideas, any insights, on why so many educators ignore the whole community component?

Well, I can only do the same thing you are doing—speculate. I think a couple of things came together to turn attention away. If you look at the work of Lloyd Alan Cook, Maurice Seay, and even the Mott Foundation, you can see the shift. There were two tremendous post-World War II phenomena. One was the upward mobility of the returning soldiers, who wanted something better than they had had, including more education for their children. But that was also a time of great job opportunity, great educational opportunity, and also great mobility, so you had people moving all over the country. Even in our field, people took jobs with no expectation of staying for any length of time. I think we had our own form of yuppie-ism, which was okay in this land and period of opportunity: "I'm going to get mine for my family."

But I think that attitude didn't bode well for community development, community stability, and so on. It created a general flux in our society, as we witnessed during the '80s, with the whole philosophy of "I'll get mine first" and a general lack of concern for other people. Also, people who were moving a lot did not seek a broader community context. They retained a family-related, job-related socialization process that did not reach out into stabilizing the community, because they were not sure they intended to be there very long.

Do you think this phenomenon extended into the '70s and '80s?

Well, if you throw in *Brown* vs. *Board of Education* and the movement toward desegregating schools, you begin to see, as Baratz and Baratz pointed out so well years ago in the *Harvard Educational Review*, the true prejudices of many people, and we get the movement out into the suburbs, away from a community where neither the resources, the funds, nor the leadership existed to retain the inner sense of community. And so, the old idea of schools serving the needs of all the people—the community school and community education—moved into the suburban schools. The family structure at that time was still reasonably good, so you had families getting what they wanted out in the suburbs and no real public support for the much more costly needs of the inner cities. That's what Conant pointed out in *Slums and Suburbs*; he discovered that it costs a lot more to provide the same quality of education in the inner-city community. I've read many reports in recent months about big cities—New York, Philadelphia, and so on—where

the more successful schools are those that have divorced themselves from the community, cut themselves off in order to provide kids with a fairly decent, stable environment for a few hours a day right in the rubble of very dangerous sections of the city.

So, you put all these things together, and I think the lack of interest in community education and the community school reflects a lack of attention to the destruction of the fabric of American society that has been going on around us at a frighteningly rapid rate. And, you know, there is no attention to this in the recommendations coming out of Washington.

A young man in his thirties paid us a surprise visit last evening, and we had quite a shaking conversation. He was telling us about a problem he was having with his second child, who is in the first grade. This young father was intelligent enough to look beyond school into the context of schooling in the United States, and he said, "You know, there is no debate going on over education in which I can be involved. All the decisions are being made at a very remote level." He beseeched me to go around and speak to parent groups. He said, "Get on the air. Be a counter voice, because we're disenfranchised, we're cut off. Big plans are being made for national tests and vouchers for schools of choice, and I just want to know what a good school is, and what a good education is. I want to have a community that supports me and my kids and other kids like mine."

That shook me, because this is a middle-class, upwardly mobile young man who is trying to carve out a small business for himself, and he is deeply concerned about being disenfranchised at a time when he needs to know about education. He says that the messages coming from the federal government sound like a bunch of "psychologists who have been called upon to tell the federal government how to deceive the American people."

But I think attention is not being given to the *whole* community, or the *whole* infrastructure. Instead, we are really talking about a very elitist kind of system that is going to separate kids on the basis of tests. None of this speaks to community education. None of this speaks to the fabric of the community, which is decaying around us. Instead, it's schools of choice, it's testing—three sets of tests, 4th grade, 8th grade, 12th grade. And then, the National Center on Education and the Economy is calling for another test that would be for 16-year-olds, which means that all our kids would get critically important tests at least four times, to say nothing of all the other tests. And there is nothing in any of this about how we can build in support systems. How do we provide community services? How are we going to coordinate health, social, and educational services for young parents, before birth, after birth? Whatever happened to all the rhetoric of the '80s about

the need for early childhood education? None of that is addressed in the Secretary's and the President's plan.

Do you see your own books and studies as having helped to bring about desirable changes?

No, not in relation to federal proposals. The interesting thing is that Ted Sizer, Ernie Boyer, and I have been quoted in nearly every school reform report that has been written since *A Nation at Risk*, but the reports quote only the things that will support, or that seem to support, whatever the particular reformer is advocating. When it comes to the more fundamental, more difficult, kinds of questions about how to get a balanced curriculum for all kids, how to provide the support that kids need in their environment *before* they come to school and while they are at school, there's no attention to these questions.

This suggests that the community education concept is so broad in scope that it simply overwhelms school administrators and policy makers—that is, they can occasionally employ some of the rhetoric, but they are overwhelmed. I was overwhelmed by my own data in Chapter 1 of my recent book, *Teachers for Our Nation's Schools*, which documents everything I'm talking about. Just the task of bringing the universities and the schools together is difficult and overwhelming. I am bringing a staff member on board to concentrate on how you go about educating parents, and how you go about joining the home and school in the community, because I think that is where I am returning—to this whole ecology of education that I was interested in years ago and that Larry Cremin wrote about so much. I think Larry was right in his book *America and Its Discontents* when he said that it's folly to look at educational reform and look only at the school. You have to look at the whole educational ecology. Community educators are right about what is of absolutely critical importance—that is, how does a family get more involved in the school, how does the school get more involved in the family, and how do services in the community get focused on the family? I'll put it bluntly: if I were starting out in education today, I'd be in family-community education, not in schooling.

In some states, there really seems to be strong state-level support for nurturing school-community relationships at the local level. Two states that come immediately to mind are Florida and Minnesota. Alabama has also made major strides, and the Kentucky reform initiatives appear to support family-community efforts.

You know, there is another factor here that I think is very powerful. There are really two kinds of messages in American education from two

different sources. They reflect William James' notions at the turn of the century about the woof and warp of the fabric of American life. James talked about the hard-and-tough and the soft-and-tender, and said that these two opposites had to be woven together into a cohesive fabric. But the two have never been woven together in American society, particularly in schooling. Almost every reform movement has been lashing out against another. That is, when you get people talking, it is because they are overly concerned with the hard-and-tough testing, with a focus on test scores and individual children. And then a more soft-and-tender concept—nurturing, family, community—begins, to counter the hard-and-tough. And so we've gone, with that kind of countervailing, throughout the 20th century.

What you get at the policy level, at the top level, is hard-and-tough tied to the economy, to test scores, to competition with other countries—and that message comes down to the level of the school superintendent. The other message is what you hear in discussions between a parent and a teacher—how is my child doing? Is my child getting tender, loving care? It has nothing to do with test scores. And the people who get involved in that kind of dialogue with parents are the teachers and some principals. I have a seminar for future principals in which these kinds of issues come up every session. They may get some attention from some members of the board of education, but there they stop. The voices from above drown out the voices coming from parents and from the lower levels—the grassroots, so to speak.

Our superintendents, if you look at their preparation programs, are not prepared in things that have to do with nurturing, child development, curriculum and instruction. They are, increasingly, prepared only in management. So they understand the messages coming from above on testing, but they don't understand or even hear as readily the messages coming from below. As a result, we are paying the price for preparing school administrators to be managers rather than educational leaders who really understand curriculum, instruction, adolescent development, child development, and the like. You only have to look at present-day administration programs to see what I am talking about. And yet the business world is talking about more of that, and a lot of the rhetoric you read in the paper these days is about schools using management principles. Those 535 New American Schools are going to get a good deal of money—financed in large part by business and industry, which will introduce more management techniques. Now that's not what parents want, and if parents are not being heard—and parents are a minority group—who is going to speak for community education?

Does community education have a credibility problem? Does it lack research and documentation as a field?

It's a difficult field to do research in because education is so bound to experimental paradigms. Some years ago, Elliot Eisner analyzed all the experimental studies coming into an annual AERA [American Educational Research Association] meeting and found that the average intervention time was 152 minutes. If you look at AERA reports, you will see that what we have had until recently is a whole generation of researchers who know how to do 150-minute intervention studies. In the '50s, Joe Schwab attacked educational psychology because psychology emphasizes the individual as the unit of analysis, and most of the studies in education are of the individual. There are other models. A lot of people don't understand my work because I have chosen as my unit of analysis the school as a social institution. That means my samples have to be small. So people criticize me because I don't run correlations of statistical significance—but how can you on samples of 30 or 40 schools? And yet 30 or 40 schools are very large samples in this business. Hardly anyone has ever studied 30 or 40 schools in detail as we have, or examined teacher-preparing institutions as we have. It is very difficult and costly research, a whole different area of inquiry for which few are trained.

Now then, you look at the community as a unit of analysis. It's mind-boggling for researchers who have been trained to study individuals to try to study a community. And you have to remember that educational anthropology and educational sociology have not had a good hearing in our field. They are the weak sisters. Some of my students, a lot of them trained in naturalistic ethnographic methods, are now in institutions where they're having a hell of a time getting promoted because the faculty is dominated by people who don't understand that kind of research, and who say, where are the experimental studies? So going into a community, interviewing people, and doing qualitative analyses is difficult enough, but if your institution doesn't reward it and your colleagues don't recognize it, why do it? As a result, what you become when you get into community work is an advocate, and it's very hard to get promoted as an advocate.

What can we do to link the basic tenets of community education to educational reform initiatives?

Let me go back to Paul Lazarsfeld's contributions in sociology at Columbia University. Lazarsfeld had a distinguished career in sociology and wrote about the organization of educational research. He makes a very important point in his book, *The Organization of Educational Research*. He

says that in the university you have to create a center and a constituency of people who will work on a problem. When I was president of AERA, we introduced the interest-group concept, which was to stimulate interest in a topic before it got formulated into a formal division of AERA. We sought to bring attention to new areas for research.

What we need now is to organize people who are interested in this area, and to create, at universities, centers devoted to community and family education. A colleague of mine and I were working on this for a while. We held a series of breakfast meetings to talk with people in this university who are interested in research on child-rearing, the family, the community, the broader educational context. We discovered that there are dozens of faculty members on this campus who could be brought together, but there is just nothing organized today to deal with the larger community.

So, taking Lazarsfeld's ideas, you would create centers, and those centers would go out and try to get funding so they could become organizational entities. You would begin to create the journals, write the papers, and use all the techniques that are used by people to advance their field, but you would focus on the community. You have to remember that the high value placed on research in American universities is only about 40 years old. Before that, there was little pressure to do research, but now you can pull people into the field who will do research and make it respectable, just as we're doing with school-university partnerships, which is a step in the direction you're talking about.

We are supporting journals that are broad in their interests. For example, I'm on the editorial board of a new journal called *Metropolitan Universities*. What we're trying to do is get away from the idea that every university has to be another Berkeley or University of Virginia. Instead, we're asking, what is the responsibility of a middle-range university to its community, to the surrounding area? An institution taking the initiative on this is Wright State in Dayton, Ohio. There is a large group of colleges and universities now coming together around the idea of metropolitan universities. They have a journal; they have an annual conference. It wouldn't be much of a step for community educators to link up with groups like that.

One of the areas in which community educators have made major statewide efforts is political action. Some political leaders have actually become advocates.

That's a big step in the right direction. That is, we can let other people be the advocates, while we produce the conceptualizations and theories and research to support it. Dick Williams, who used to be at UCLA, has joined us here as the executive director of the Puget Sound Educational Consor-

tium, one of our 13 school-university partnerships. The Puget Sound Consortium involves all the major school districts around the university and about a third of the pupil population of Washington State. It's a going concern. A whole lot of new programs have come under this umbrella. We're so pleased with one new program, the preparation of school principals, that we have eliminated the old program, and the pilot program is now the only one. Dick Williams came in with a new idea this morning. "Look," he said, "the problem now is that school people are talking to themselves. We've got to get out into the larger infrastructure. How would you feel about the Puget Sound Educational Consortium supporting a conference for school board members, PTA presidents, the business round table (which is very powerful here), and the superintendents of the 14 districts?" I said, "That's a wonderful idea."

What we're going to talk about is how to get the alliances you need to support the community infrastructure and, within that, the schools. We've been addressing only the school-university relationship. Now we're going to address this larger group. In this area, only about 20 percent of the adults are parents. This is part of the problem. If you don't have kids, you don't think much about schools. We've got to bring in the people who don't have kids but who feel an obligation to think about the infrastructure of which they are a part, and who care about what it's going to be like in 10 or 15 years—what we're going to leave behind as our heritage. We could use the principles on which our schools were founded. The people who founded schools in New England didn't need them for themselves. They were householders, the wealthy people, but they realized they needed schools to preserve their values. Of course, their values were very narrow, but the intent was, or should have been, to broaden those values to include the entire community. We failed to maintain that tradition because we excluded Native Americans, African Americans, and other minorities. What it really comes down to is how we, a nation of minorities, can become an integrated whole without having all of these groups lose their identities. That's the larger community we're talking about.

You've been able to influence teacher-preparation programs. Is anyone advocating a requirement for teachers that includes learning to deal with the community, with community services, with parents?

Not that I know about. As a matter of fact, the prospective teachers that we interviewed—and we interviewed thousands of them—said, "I don't have any idea how to work with parents. There's nothing in my program." And we found nothing. What we did find, of course, was that teachers are, at best, being prepared to deal with a classroom of students. They are not

being trained to act as stewards of the whole school, especially moral stewards. They never think about the school as a whole. If teachers can't think beyond the classroom, how can they think beyond the school into the community? Teacher education is not taking care of it. I just saw a proposal for a master of education program. It had no mission—the program might just as well have been in mathematics or history. There was nothing about preparing a professional.

The first thing we've got to ask ourselves is what ideally we are preparing teachers to do. They have to be educated citizens, providing community leadership, working out of the base of the school. Our current teacher-preparation programs are geared to yesterday. We are culpable in our business—we have not done a good job. Teacher education *must* be linked to the mission of school and community renewal.

Interview with Terrel H. Bell

In discussions of educational reform, the term "community education" is rarely used to suggest a comprehensive strategy for enhancing educational opportunities for all. We are looking for reasons for this and wonder if you would comment. Why has community education failed to get national attention?

I don't know that I have a good answer to that question. I think community education hasn't been scrambling for attention like other sectors of education, and, because of that, has not been as prominent as it should be. These are troubled times in education, as you well know. Education has been subjected to a storm of criticism, and school administrators and school board members have been hard-pressed to cope with it all. I think because of that they respond to immediate problems and pressures.

Do you think that the community education concept is too broad for administrators to comprehend fully?

I do think the concept is too broad to describe in just a few words or a couple of sentences, and this adds to the difficulty. I don't think that

Terrel Bell was the commissioner and chief executive officer of the Utah system of higher education from 1976 to 1981. He was U.S. Commissioner of Education from 1974 to 1976 and U.S. Secretary of Education from 1981 to 1985. Bell is best known for his leadership in establishing the National Commission on Excellence in Education, whose recommendations are often cited as beginning the current school reform movement in the United States.

community education has a constituency that's as powerful politically as other elements of education. As you look at the major players who make education decisions in the legislature, on school boards, and in central office administration, you can see that it is difficult to put together a power-based coalition for community education.

When did you first become aware of the concept of community education?

When I was the Utah Superintendent of Public Instruction, the associate superintendent, who was in charge of adult and continuing education, learned of the Mott Foundation's efforts on behalf of community education and became quite enthused about it. He came to me for approval, and we tried to participate in our state. I learned through him, and then, as the movement started getting a toehold out here in the West, I learned more. I think there were many dynamic programs funded by the Mott Foundation. Of course, a foundation is hopeful that after they get a worthwhile project going, it will continue after their grant funds are gradually phased out. The argument is that if the project is worthwhile, it will stand on its own and speak for itself. I think the nature of community education is such that it's difficult to build a constituency for it.

In many cases, when the Mott Foundation withdrew funding from universities, the programs disappeared. However, in some states, community education is alive and well. Utah was once one of the leading states in community education. What is the situation in Utah now?

It's still in operation, but I don't believe that it's as dynamic as it once was, or as visible.

When you were the U.S. Secretary of Education, there was a community education program in your department. Do you think any federal recognition of the concept remains?

I don't believe so. I think it's one of those programs that got goofed up when it was put into the block grants, and that it lost its separate identity then.

Do you think there is a problem with the credibility of the concept—and lack of research or documentation?

I don't think so. I don't think that's a problem, and I don't see that as a barrier to progress. It's more a question of visibility and political influence—not in a partisan political sense, but in the broader sense.

Do you have suggestions for increasing community education's political base or its visibility?

I think the field ought to be more unified, a tight-knit group. Community educators should be more outspoken and more visible, more aggressive and pushy. They should have strong ties. You had a national organization, a regional network, and so on. I'm not close to that any more, so I don't know. If you don't have these things, you should. *Education Week* has a large readership now, along with the *Phi Delta KAPPAN*. You may want to see about getting something published there.

Many community education principles deal with community involvement, working with the community, and collaborative ventures. Is that part of the problem—that it's seen as a community improvement or community development initiative more than as an education initiative?

Yes, I think that's likely so. But it's like most endeavors—you need leadership. With dynamic, creative, and aggressive leadership and advocacy, programs move. And maybe there are too many shrinking violets in community education.

If you were getting ready to deliver a major speech and you were looking at all your beliefs in terms of reform efforts, would it occur to you to talk about community education?

Yes, it would, especially now. We're getting a 1990s wave of school reform. George Bush and Lamar Alexander have talked about these New American Schools they want to start by the year 2000. Well, in all of that I lament the fact that parents are not involved in education as they should be, and that we're losing their support. We're losing parent commitment to the education of their own children. The parent and the school are out of touch with each other. That fact should say to you, let's look at the philosophy, the background, and the roots of community education. It's the very thing that will get the community into the school.

Many components of community education actually take people power, not dollars, but President Bush and Secretary Alexander haven't really pointed to the community as a resource.

No. They talk about the fact that we have got to get parents more involved and actively committed to the education of their own children. I see community education as a vehicle for doing that.

Interview With Don Davies

Most school reform recommendations include strategies for increasing parental and community involvement, expanding learning options for special populations, developing business and community partnerships, and increasing interagency cooperation. These are key components of community education, but the term "community education" is rarely used and only occasionally cited in a reference. Why do you think community education has not been accepted as a comprehensive strategy?

I think your observations are right, but I am not sure that people are avoiding community education. I think they don't make the connection. But the good news for you is that the ideas and the principles of community education are there, and they show. So you can take credit for it, even though people aren't quite giving credit to the brand name. That is a problem. Probably 80 to 90 percent of the people who are writing and thinking about these things wouldn't necessarily identify them with your movement—community education with capital letters—so they wouldn't think to name it as such.

Is community education, with its emphasis on parent and community involvement, partnerships and outreach programs, service to all ages, enrichment, and other programs, too broad for school administrators and policy makers to comprehend?

I think it does have that quality. And it can mean many different things to different people. It is obviously a very broad term and a broad concept. It is a little like the term parent involvement, which is equally broad and equally ambiguous. I think most administrators probably identify community education with whatever it is that is done under that name in their districts. So it may mean an adult education program, or it may mean an office that is headed by somebody called a community education director who does x and y. If the district doesn't have anything by that name, community education is just a broad, amorphous thing.

Don Davies is founder and president of the Institute for Responsive Education (IRE), a national, nonprofit organization focused on family and community participation in education, and professor of education at Boston University. For IRE, Davies initiated the League of Schools Reaching Out to explore new ways for schools, families, and communities to share responsibility for children's development and social and academic success.

I think people don't identify, or readily recall, or know, or make the connection between the general parent involvement movement of the last five to ten years and community education. They don't know about the kinds of workshops you're doing, or recall the kinds of things Janet Chrispeels did in San Diego County. They don't necessarily give parent involvement the label "community education."

What suggestions do you have for improving the credibility of community education?

I suppose that you should continue to try to communicate outside your own group, sharing copies of studies and reports that relate to others' interests. I think your communication within the community education network through your journal is really very good, but it probably doesn't get outside the field much, or you would get more references.

You should, for instance, send specific reports, publications, or studies that seem to be pinpointed at something we are interested in directly to our center, making clear that it's a community education person who has been doing research on this topic. If we get a report, for example, from Paul DeLargy in Georgia on economic development, I think about it as being from Paul DeLargy of the University of Georgia. When I write or think about it, I don't necessarily think this man is part of a movement called community education. You are not going to get that from very many people unless you continually remind them that you want that kind of identification or credit.

Most important of all, I think, is to have community educators out in front—having their programs contribute tangible results to the major problems facing many communities—poverty, racial-ethnic antagonisms, inadequate housing, homelessness, drug abuse, crime and violence, health care crises, etc. In addition, community educators should demonstrate what they can contribute to the achievement of the National Education Goals endorsed by the President and the governors and local school-reform goals.

We haven't convinced many policy makers and educators that family/community/school partnerships can be a powerful part of mainstream efforts for school reform or for solving major community problems. *Talk* about a process isn't very convincing unless it can be linked directly to important outcomes—for example, dramatic increases in the number of children who are succeeding socially and academically in a school or a school district. Community educators can increase their credibility by

showing the results of what they do in relation to mainstream educational and community concerns.

Do you remember when you first came in contact with community education?

When I was a doctoral student at Columbia Teachers College in 1950-57, people like Ernest Melby were very much a part of my interest.

Do you have other suggestions for increasing the visibility of community education?

I think you have to communicate through publications and organizations that reach non-community education people.

You think the problem is that people just don't really know about it?

That's right. But people probably aren't thinking about the concept as one vast global concept. They are thinking about it in whatever way they define it, and that probably has high credibility with lots of people, depending on the different aspects of community education. I think the notion of community schools, of schools being open long hours and weekends and serving adults as well as kids, has very high credibility. This is seen as a plus. The "community school"—the lighted schoolhouse—is one of the more traditional aspects of your program. It is easy to understand and has high credibility. I think that if I were worrying about PR for the movement, I would give some emphasis to that, because it's quite definable.

The idea of community education people being engaged in a process of planning and problem solving is much more amorphous, much more difficult to pin down and put a brand name on, because lots of people do that. Lots of people are involved in interagency coordination. Some of them would think about its being something related to community education, but many would not. It would be very hard to get them to change the label. But you could communicate to people in the rest of the academic world the results of research, case studies about schools, and effective projects.

Do you have contact with any parent involvement projects conducted through a community education program?

Not many. The League of Schools Reaching Out now involves 70 schools. Very few talk about community education as being a part of what they do, but that may be a function of whether or not that's what they call it in their school district. One good example is two member schools in rural Wisconsin—Flambeau and Birchwood—where a community educator, Chuck Erickson, is the sparkplug. The concepts may be the same, but not many come in under that label.

You have invited people to inquire about the League of Schools Reaching Out. What kind of response have you had? Is there a pattern?

Well, I would say that so far we haven't had much from the people I know who are heavily involved in the community education network. One result of the NCEA conference in San Antonio was a long conversation with Vivian Ing of Hawaii. She has made possible two League schools in Hawaii—Holualoa Elementary School on the Big Island and Kapunahala Elementary School on Oahu. Vivian is a community educator who sees the connection between her work and the work of IRE. Other than that, there hasn't been very much response from people identified with the community education movement.

What kind of response are you getting from outside the field of community education?

A lot. We have been searching for rural schools because we have a lot of urban schools, and we have also been searching for some private schools. We have had about 30 or 40 inquiries and about 15 or 20 applications. We have added about seven rural schools. We are still open to a few more applications from places that are applying community education principles to increasing the social and academic success of all children, especially those who are poor.

We've had a huge response to the *KAPPAN* articles. Administrators read that publication more than almost anything else. It would certainly be a good idea for you to try to have a series of articles in it. As for communicating with people who style themselves research people, the things they look at are research reports. Your people should think about how they can report on the studies they are doing. There isn't any research center devoted to community education as a movement—and maybe there shouldn't be, but I think you have to try to infiltrate the research literature through other people who are doing studies at various universities.

Interview with Joyce Epstein

The January 1991 issue of the KAPPAN *was an excellent collection of articles about parent involvement. As long-time community educators, we were pleased to see this topic addressed so well. But we were also disappointed that community education was not suggested by any of the writers as a comprehensive strategy for enhancing educational opportunities through parent and community involvement. Naturally, we wonder why?*

We did not intentionally leave community education out of the *KAPPAN*. The special section of the journal was on school and family partnerships. We wanted to demonstrate clearly that there has been progress on policies and practices by state departments of education, school districts, and schools to involve all families in their children's education across the grades. The writers were mainly practitioners who have worked in their own ways to successfully develop and implement school and family connections. The aim was to show other states, districts, and schools that if they start now and stick to their work for several years, they, too, can make progress in their partnerships with families. Community education is out there, but not all schools recognize the term. States, districts, and schools vary greatly in the types and titles of their support services and staff. For example, some schools have school psychologists but no community educators. Other schools have community educators but no social workers.

I think community educators could be among the leaders helping schools and teachers systematize their connections with families. Where they are employed by school districts or state departments of education, community educators are paid professionals who have the knowledge needed to translate ideas about parent and community involvement into practice. It is a pity that this talent is not targeted clearly in those departments or districts that employ community educators.

When did you first become aware of the community education field?

I first learned about community education when I was invited to talk about family involvement to the Council of Chief State School Officers several years ago. I received some books from the Mott Foundation at that

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meeting describing community education. The speech led to my writing an article for the *Community Education Journal* in 1987 about the need for state leadership in supporting and promoting school practices of parent involvement and the contributions that community educators could make. That article helped a number of states and districts write policies about school and family connections and develop small grants programs to support innovative practices.

One of the tenets of community education, obviously, is community involvement. But community education has other components. In working with local and state policy makers and decision makers, have you found the community education concept too broad? Do policy makers have a hard time conceptualizing community education?

That was my initial reaction as I considered the part community educators could play in school and family connections. Community education is so broad a term that its practitioners often try to do too many things. Few have narrowed their work to create specialties in how they help schools, families, children, or the community. After-school programs for children, adult education programs, community partnerships with schools and families all require different investments of time, talent, and resources. But it is very hard, if not impossible, to do all of these things well. If community educators want to be real leaders or strong contributors in school reform efforts, they may have to specialize, with some working very closely with the schools whose populations they serve.

Do you think the community education field is too small to have a major impact on the general educational audience?

At this time that is probably true. In many states and districts, the field is not recognized. In most places, the work of community educators does not connect well to children's learning, to school success, or to helping families understand how to help their children. As I understand it, community educators have tried not to step on the toes of teachers. Therefore, they have purposely avoided programs or activities having to do with children's school work, class work, or achievement. Instead, community educators have traditionally stayed on the periphery of schooling or school reform, organizing after-school programs, adult education, and supplementary programs that may not have immediate impact on children's success in school. And yet, literature about community education discusses the importance of improving K-12 educational programs for children.

The focus on differences between community educators and teachers has created artificial barriers that prevent the development of partnerships

among community educators, teachers, and families in the interest of children. The concept of "partnership" asks all who have resources to talk and work together to help students succeed. This would be a more influential agenda than one based on worries about stepping on toes.

The fact is that teachers and administrators could use help with the organization, development, implementation, and evaluation of practices for school-family-community connections. This is not part of most teachers' or administrators' education. And it takes a person who has time to organize, make contacts, design materials, and conduct follow-up activities. Community educators (or school psychologists, social workers, guidance counselors, or other school professionals) who understand family-school connections could become leaders in this field. Community educators are not now perceived as people who work with teachers to help students succeed, but it is possible to change this.

Have you seen any community education research that has struck you as significant?

Community education research, per se, is just not in the education or sociology journals that I read. I really do not know where research on community education is reported. If community education researchers are attempting to reach a wide audience in education or sociology, they are not currently succeeding. But I have seen noteworthy activities in practice. As one example, the work of Judith Ball in Iredell County, North Carolina, shows how a community educator can assume leadership in connecting school and family. Judy took seriously the alternative model of community education that focuses on a partnership with teachers to assist children and their families in the schools. She was instrumental in organizing programs and practices in parent involvement in K-12, providing school staffs with the background and staff development they need to conduct new practices, helping schools develop their expertise in the area, and building the capacities in her schools over several years.

Are you finding problems with the word community in your demonstration projects and in the sites for your new project?

Everybody talks about integrating services across community groups and agencies as if this were easy or widespread. It is neither. Solving the "turf" problem in communities may be the toughest problem of all. That is, one agency does not really want to cooperate with another because of concerns about who takes responsibility, who supervises people, who supplies funds, who gets credit, and other issues.

Larry Dolan, a researcher at this Center, is studying interagency

connections in places that have, over several years, solved at least some of the turf problems. At the elementary level, this involves interagency connections with schools on family literacy programs and on other work to improve children's behavior and achievement. At the high school level, he is collaborating with New Jersey's School-Based Youth Services Program to examine how interagency connections and multiple investments affect adolescents' well-being and success in school. Many studies are needed at other sites on the organization of connections of community groups and agencies with schools, families, and children and on the effects of these collaborations on the participants. Now, we have testimonials and expressions of hope to guide our understanding of the potential importance of community connections.

Projecting ahead a few years, are there new areas to look at? Are other issues related to communities emerging in your research and in local projects?

In sociology, "community" is one of the oldest terms in the discipline, but it remains one of the least well-defined as it relates to children's development, learning, family life, or how various parts of a community link to one another. These topics set a broad and exciting agenda for research and for improving practice. Community educators and community education researchers could be valuable contributors to this agenda, particularly if they include key questions about how community partnerships with schools and families can help more students improve achievements, behaviors, attitudes, and plans for the future.

You talk of ambiguity in relation to the definition of community. There is the same confusion with the term education. You put the two together, and there really is confusion. Those of us who have identified with community education for a long time see it very broadly. Those who are new tend toward narrower definitions. The lack of a precise definition seems to be a problem that won't go away.

Parent involvement lacked a precise definition a decade ago. One of the things we have tried to contribute—and it took a good number of years—is a way to define school and family connections that is helpful for research and for improving practice. After many studies and the development of a theoretical approach called "overlapping spheres of influence," we can now offer a useful framework of five types of involvement that schools should consider in developing comprehensive programs to inform and involve all families in their children's education. The framework permits educators to assess needs, make plans, and take action to improve their practices to

benefit students, assist families, and improve schools. A sixth type of involvement in our framework is the connection of schools and families to the community for the purposes of improving student learning, and for increasing families' abilities to help children succeed as students. This part of the framework needs some careful research and development over the next several years.

Community education has been around for a long time but still lacks an easy-to-use framework that encourages educators to put "it" into practice, or that enables educational researchers to study "it." A four-to-six-year agenda of research and development might be useful because it could establish a framework and an up-to-date research base on which to build new questions about community and community education.

Are there other issues that should be addressed in the community education field?

I think community educators must decide if they really want to help solve the problems that are the center of attention in our nation's schools or whether they will keep working on the edges. There are new directions to take that define, study, and develop the community's role in the education of students in true partnership with schools. There are also important directions to take in connecting families with schools through community education.

There may be great communication among community educators, but there is very little communication between community educators and other educators, education researchers, and education reformers. It's not that the various fields are purposely ignoring community education, but rather that people do not know what community education is, or how it can contribute to improving education for all students.

America 2000 and Community Education

Carl Jensen

When Larry Decker discussed with me the possibility of writing this article, our conversation led to *America 2000* and its implications for reform-minded community educators. As I reviewed these papers and findings of the National Community Education Needs Assessment, I became increasingly intrigued by parallels between what was being said about community education and *America 2000*. For additional perspective and insights, I asked Paul Gagnon, Director of the FIRST Office, to review the materials. His reactions were very helpful and confirmed my conclusion: President Bush, the governors, and U.S. Secretary of Education Lamar Alexander may be offering community educators a dream come true.

Compatible Strategies

Imagine that community educators were asked to: (1) produce a national strategy to move American education and American communities to higher levels of excellence; (2) set this change in a timeframe of less than 10 years; and (3) secure the support of the White House, the statehouses, and corporate America. What would such a strategy look like?

It is obvious from the articles in this monograph that community educators would insist that the best change comes from the local level. They

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would call for the broadest community involvement in the formulation and implementation of their strategy, and they would involve other players, tasks, and timelines. However, if challenged to produce a national strategy *now* (and we all know how urgent the need is), I believe that community educators would come close to recommending what is in *America 2000*.

Responding to the Message

America 2000 provides an education and community improvement strategy that is tailor-made for community educators. It both reflects and responds to the many communities in which community educators, and thousands like them, are working. Local, state, and regional reform efforts have clarified what needs to be done. The broad groundswell of support for change demands nothing less than a national strategy.

The scope of the *America 2000* strategy is nothing less than "change in 110,000 schools, in every American community, in every American home, in our attitude about learning." This change will occur community by community:

> *America 2000 is a national strategy, not a federal program. It honors local control, relies on local initiative.... It recognizes that real education reform happens community by community, school by school, and only when people come to understand what they must do for themselves and their children and set about to do it.*(pp 1-2)

This approach to reform is firmly based on the fundamental principles of community education. It recognizes that local initiative, community empowerment, and reform at the school and community level are essential if anything of real and lasting value is to happen.

The strategy is designed to support the achievement of the six National Education Goals. Never before have all local, state, and regional communities been asked to engage in what is, in fact, important community education work: creation of and commitment to a set of specific education goals.

Four Areas of Concern

The strategy offers four tracks, or areas of concern, requiring immediate and simultaneous attention:

1. For today's students, we must radically improve today's schools.
2. For tomorrow's students, we must invent new schools to meet the demands of a new century.
3. For those already in the work force, we must provide opportunities to keep learning. A "Nation at Risk" must become a nation of students.

4. To achieve successful schools, we must look beyond our classrooms to our communities and families, because schools will never be better than the commitment of their communities. Each community must become a place where learning can happen.

Beginning with the fourth area, since it is basic to the other three "achieving the goals requires a renaissance of sound American values: proven values such as strength of family, parental responsibility, neighborly commitment, community-wide caring." Such a renaissance has been the community educator's goal for decades.

America 2000 continues:

> *[T]he work of creating and sustaining healthy communities, communities where education really happens, can only be performed by those who live in them: by parents, families, neighbors, and other caring adults; by churches, neighborhood associations, community organizations, voluntary groups... [which] are essential to building relationships that nurture children and provide them people and places to which they can turn for help, for role models and for guidance.* (p 21)

The President has challenged every city, town, and neighborhood to undertake four tasks to achieve "communities where learning can happen":

1. Adopt your community's version of the National Education Goals.
2. Develop a community-wide strategy for achieving them.
3. Design a report card to measure results.
4. Plan and support the kind of school that will achieve your community's goals: in *America 2000* terminology, a New American School.

The President calls the places that will accomplish these tasks America 2000 Communities. "Washington cannot achieve the six education goals for the country; that has to happen at the local level," *America 2000* says. The U.S. Department of Education, realizing the importance of starting at the community level, is releasing a new publication, *America 2000 Communities: Getting Started.* I would encourage everyone interested in helping communities move in this direction to acquire a copy from the America 2000 Office.

Lifelong Learning

Goal 5 of the National Education Goals is familiar territory for community educators:

> *By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.*

The third track identified in *America 2000* is driven by this goal.

Community educators can draw upon familiar tools to help accomplish these activities:

- Involving all adults in education, their own and that of others.
- Helping employers and educators set much needed standards for job-related skills. (There will be an increasing demand to set standards in many areas of education, a natural process for community educators who have worked with involvement, planning, and decision-making models).
- Creating and maintaining mutually beneficial partnerships between schools and the private sector.
- Developing and sharing innovative and proven practices in adult education.
- Assessing the status of adult literacy and planning improvements.

These activities will be so attractive to community educators, they may be tempted to concentrate their efforts on this one area, and the larger education community may be all too willing to concede this track to community educators. But if this track is to succeed in every community across America, community educators will have to help other educators acquire their skills in assessment, involvement, planning, and problem-solving. Not to maximize the use of such processes would be a great loss for community educators, and could seriously jeopardize the ultimate success of the strategy itself.

Schools for a New Century

Community educators are in the business of helping communities invent new schools. These schools are often called community schools. A new generation of American schools must go beyond even the very best of those community schools. Here are a few of the ways that community educators could move to the forefront in their development:

1. Community educators should create or join one of the national design teams. Whatever the final number of design teams around the country, the experience and creativity of community educators should be extremely attractive to them. The National Community Education Association is well positioned nationally in the design team strategy. Prominent community educators at the local, state, and regional levels should also position themselves to participate in every way possible. Community educator networks should focus actively on gathering and disseminating information about the status of the design teams. There may also be opportunities for community educators to contribute as teams move through their planning, development, and testing work, but it will take assertive action.

2. The design teams selected and funded by the New American Schools

Development Corporation will be working on prototype designs that can be replicated by a number of yet-to-be-identified America 2000 communities, some of which may be eligible for federal financial assistance. Local community educators can help their communities be among those chosen as America 2000 Communities.

3. Obviously, not all proposals for establishing a design team will be funded. Some groups that could design new American schools will not even participate in the competition. And not every state will end up with a design team in their backyard. Given these limitations, community educators may chose to work with alternative local, state, or regional teams. Facilitating the work of such teams—and finding resources to support them—is well within the skills of the best community educators. An initiative like this may be the surest road to achieving exactly what a particular locale wants, needs, and will support in a new American school. This is a very entrepreneurial approach, generating local interest, local solutions, local support, and local ownership—all pretty sound indicators of success.

Schools for Today's Students

This track may be the toughest of all, especially for community educators, given the way they have been viewed by their colleagues and indeed the way they often view themselves. It involves changing what is ineffective in today's schools and replacing it with what is effective. It will require the best of everyone, including community educators.

This area of concern has traditionally not been comfortable territory for community educators, even though there are excellent examples of community education's positive impact on K-12 curriculum, assessment, schedules and calendars, leadership, learning environments, and learning support, just to mention a few contributions. One thing community educators need to do more effectively is collect and disseminate data on their successes within core areas of K-12 education.

This track of the *America 2000* strategy offers a 15-point accountability package; I encourage community educators to become conversant in all 15. Community educators could also help schools and communities establish accountability points for additional dimensions of the strategy that will be created by local efforts in the other three tracks.

The 15-point accountability package for changing today's schools includes: world class education standards; national achievement tests; presidential citations and scholarships for educational excellence; community report cards on reform efforts; changes in the National Assessment of Educational Progress; choice incentives; school site reform; rewards for schools that move toward their goals; governors' academies for school

teachers and administrators; alternative certification for teachers and principals; recognition of outstanding teachers; and similar accountability strategies. Community educators who concentrate on this track will be using their skills to restructure the core elements of today's schools.

A Strategy, A Not Program

A good strategy requires structure, specificity, and flexibility. Based on sound principles, it should be more strategic than tactical. *America 2000* outlines a set of strategic targets that will need our attention over the rest of this decade. It is not the whole set, nor an all inclusive set. Some strategic targets will be added locally, as will the tactical plans to reach them.

America 2000 includes a number of specific areas and commitments for the federal government and other national entities, like the New American Schools Development Corporation, to address, but it encourages regions, states, and local communities to determine the particular ways that the strategies will fit local needs, circumstances, and interests.

Some parts of the strategy are subject to political processes, but most are not. Understanding the magnitude and urgency of the need for change; being engaged locally in that change; establishing goals and standards; working together to achieve them; creating better learning environments in schools, homes, and communities; and measuring progress are all ongoing tasks, and they will never be the same again. *America 2000* has already left its mark and will continue to influence these tasks for many years.

As *America 2000* moves through various stages of implementation, and as parts of it go through the political processes, arguments about virtually every aspect of the strategy are being expressed freely and forcefully. Community educators who seek to move to the forefront of reform and restructuring will be active in these arguments and in the processes that make our democracy a model to the world.

At the same time, community educators can move ahead with the strategic ideas behind *America 2000*. Reforming schools and communities need not be dependent on the outcomes of political processes, nor on federal funding.

The doors to schools and communities are more open today because of *America 2000*. These are the same doors that community educators have been unlocking for years. It is my hope that community educators will now help guide scores of their colleagues through them.

Promises to Keep

Can America 2000 Deliver What American Students Need?

Susan Hlesciak Hall

As a result of the Education Summit held by President Bush and the nation's governors two Septembers ago, the nation now has a list of national education goals towards which Americans are encouraged to work during the coming decade. The objectives are worthy (though hardly all-encompassing): every child will start school ready to learn; 90 percent of our students will graduate from high school; each student in grades 4, 8, and 12 will demonstrate mastery in "core" subjects; U.S. students will be first in the world in math and science; every American adult will be literate and adequately skilled; and all schools will be free from drugs and violence. Now the President has unveiled a plan (*America 2000: An Education Strategy)* and has sent Congress legislation *(The America 2000 Excellence in Education Act of 1991)* to achieve these goals by "revitalizing" and "restructuring" the nation's schools by the turn of the century.

Federal support in this arena is long overdue. But the road the administration lays out is neither well-mapped nor well-paved for reaching quality public education for all of America's children. Although the plans appear, at first blush, to be ambitious, details (and most funding) are left to already strapped states and local communities to provide. And for all its ambition, *America 2000* contains several serious omissions.

Of particular concern to the National Committee for Citizens in Education (NCCE), the plight of our neediest children is still not addressed. There is no strategy here to increase the physical, emotional, or economic

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well-being of disadvantaged toddlers so that they will come to school prepared to learn. Nor is there support for their older brothers and sisters, the children already in our schools most at risk of failing and dropping out. And despite all we know about the positive relationship between parent involvement in the schools and children's success, parent and other private citizen participation in the schools is largely unaddressed.

Much of what appears instead is worrisome: an emphasis on a new generation of "high-stakes" tests; on full-scale innovation spearheaded by business leaders at the expense of support both for current programs that work, and for respected educators and education researchers; and on a school choice plan which would allow public education funds to follow students to private schools. If these approaches benefit anyone, it is likely to be the middle- and upper-class students in whom we already invest so much of our efforts.

Creating More Accountable Schools

The administration proposal, widely considered to be the brainchild of U. S. Education Secretary Lamar Alexander, calls for "world class standards" in the "core" subjects of English, mathematics, science, history, and geography. Student proficiency in these subjects will be measured by a new system of voluntary national exams, "American Achievement Tests," (AAT) for 4th, 8th, and 12th graders, which promise to measure higher-order thinking skills (possibly through inclusion of some open-ended questions, for example, rather than a strictly multiple-choice format).

In recognition of the American tradition of local school control, groups of states could adopt any of several tests which will be developed, and grade them according to a national standard. School districts also could choose not to participate in the process and exclude their students from the AATs; however, colleges and businesses will be encouraged to use these tests in admissions or hiring decisions, and several rewards or monetary incentives to students, teachers, and schools will be based on AAT results. In the name of accountability, an annual national "report card" on progress towards the goals will be issued, and states, districts, and schools are urged to issue "report cards" of their own.

No one argues with the need to set and maintain high standards for our schools. How we measure those standards, however, will say much about the quality of the results we can expect. The administration likes to remind us that we can't solve the nation's education problems simply by throwing money at them. Fair enough. But simply throwing another series of hastily prepared tests at our already failing students won't make any headway, either. Current standardized tests are riddled with negative effects: cultural,

socio-economic and sex bias; labeling—or mislabeling—students, locking them into programs or educational "tracks"; or the allure of "teaching to the test" at the expense of knowledge which cannot be reduced to a multiple-choice format. To repeat the same mistakes would result in a narrow, "dumbed down" curriculum on a national scale.

Several states and many local school districts are now turning away from these traditional "high stakes" tests in favor of performance-based measurements of achievement which are more likely to expand both teacher and student creativity and productivity. To the extent that any new assessment devices are established, they should be based on this model.

Many other questions about the AATs remain unanswered: What criteria determine that these five subjects are at the "core" of a good education? Will other areas, such as foreign language or fine arts, suffer from exclusion? What happens to the student who has none of the valued scores because he or she attended a school which opted out? Will children who don't do well on the test be locked out of opportunities for further education or decent jobs? How will this new assessment help the least able youngsters catch up with their peers? Will it lower or *increase* the dropout rate?

Criteria also need to be in place to make sure that tests are used responsibly. "Any such assessment should evaluate the performance of the *schools,* not the students," asserts NCCE executive director J. William Rioux, "and should be aimed at diagnosing and improving what the schools are doing. It should be *part* of a comprehensive strategy, not its essence."

School Choice

If the AATs are the lifeblood of *America 2000*, parental choice of which school their children attend is the heart. The concept of school choice is controversial enough when it only provides alternatives among public schools. But Bush would include private institutions as well, broadening the definition of public school to mean "all schools that serve the public and are accountable to public authority, regardless of who runs them."

This philosophy is strongly reminiscent of Reagan era proposals for vouchers or tuition tax credits, which allow public education funds to move with a student who chooses to attend private school. The concerns which defeated the idea a decade ago remain today. Would the result further pauperize inner-city and rural public schools? Would this outflow of money from the schools attended by the most underprivileged children leave them *farther* behind their middle- and upper-class colleagues?

The Bush administration asserts, "The biggest beneficiaries of new choice policies will be those who don't now have any alternatives; with

choice they can find a better school for children or use that leverage to improve the school their children now attend." But there is no evidence that the families who need help the most will be recruited or informed sufficiently to make such a choice, or that, given the pressing needs of sheer existence, they will be able to follow up on such an opportunity.

How will equity in student selection be assured, for example? Who will guarantee transportation for a child on welfare who wants to attend a school across town? How could funding for those choosing private schools be distributed equitably? Should families who already could afford private tuition receive vouchers? Will someone be left behind in the schools nobody else chose? How would private schools which received public funds be held accountable for meeting federal regulations and other standards (such as civil rights)?

Says Chrissie Bamber, NCCE assistant executive director and primary author of *Public School Choice: An Equal Chance for All?*:

> *The assertion that public schools are subject to the pressures of a market economy and will therefore improve through competition is flawed. Public support for private school choice will increase competition among families, not schools, as parents vie for the few openings for new students. The winners in this private school stampede are predictable: the same confident, well-educated parents who now successfully advocate for their children. The losers will be everyone else.*

"A New Generation of American Schools"

In an effort to "unleash America's creative genius to invent and establish a "New Generation of American Schools," the Bush administration has created the New American Schools Development Corporation, a private, non-profit organization with a board of directors composed of a dozen current or former CEOs. The elite corporate board is charged with raising $150-$200 million in private donations by the end of this year. The money will be awarded to research and development teams to help communities "break the mold" of traditional schooling and create innovative new schools—the first 535-plus of which (one for each member of Congress, plus the District of Columbia, Puerto Rico, and the U.S. territories) are slated to be in operation by 1996.

It appears that the corporation will reach its financial goal—but this is not entirely a boon for educational reform. "It's already clear," cautions NCCE's Rioux, "that the fund raising efforts of the New American Schools Development Corporation will, in fact, detract from support for solid research and proven programs already underway. Corporate commitment

to existing educational reform efforts are being pulled back as a result. No one should think this is all 'new' money being raised. To the extent that this $200 million results from a reallocation of funds originally targeted for other educational reform programs, we should question whether the end product is likely to be worth the cost."

Again, there are other concerns. Education Secretary Alexander "declined to say" whether these mold-breaking schools could be selective. It's not clear, therefore, whether they could set academic admissions standards, be religiously affiliated, or refuse to serve disabled children, for example. It's also not clear what constitutes a New American Community which could apply for funds to create a New American School. A town, school district, or neighborhood could qualify, but so might "an identifiable group of individuals, such as the members of a service organization, who generally reside in a particular geographic area," as long as it is "accountable to public authority" and the courts don't rule it unconstitutional, says Alexander.

Why turn over responsibility for school design to a *private* group of *business* executives? Why are educators themselves, while challenged to be more accountable, virtually ignored in this new structure? It's good that many other segments of society are encouraged to be involved in public education, but we need to strike a better balance between eagerness to be involved and expertise, and between innovation and adoption of programs that currently demonstrate success, such as James Comer's School Development Program or Theodore Sizer's Coalition of Essential Schools.

"A Nation of Students"

The Bush proposal challenges all adult Americans, about 25 million of whom are now functionally illiterate, to become "a nation of students," through a system of "world class standards" and "core proficiencies" adopted for each industry; "skill certificates" would assure compliance with these standards. One-stop assessment and referral Skill Clinics are envisioned (though not funded) where adults can learn what skills are needed for a particular job, and where to get the necessary education or training.

Neither improved vocational and technical education for *today's* students, nor any provisions to help the work-to-school transition are mentioned in the strategy. It simply is not good strategy to focus so entirely on intervention at the expense of prevention for our underskilled young people.

Still Forgotten, Our "Forgotten Half"

These are the students whom the William T. Grant Foundation's Commission on Work, Family and Citizenship dubbed "the forgotten half" of our youth population because of a pattern of neglect such as that

demonstrated in the proposed national strategy. We already have at least one successful program to help many of these children. Where Head Start is offered and adequately staffed and funded, it works. Yet only one in four eligible children is served today. From the ranks of those children not served may come many of our school system's forgotten half, both the dropouts and the "hang-ins" who slip through the cracks and get their diplomas only to find they have no marketable skills. They are not mentioned in the President's plan.

"Communities Where Learning Can Happen"

America 2000 ends with an affirmation of "proven values" such as "parental responsibility" and "neighborly commitment" in improving our schools. School-site management, including involving parents in the school decision-making process, is encouraged. Both President Bush and Secretary Alexander have said that, more important than Head Start, more important than a federal infusion of funds for better schools, is the commitment of parents to read to their children every day. Good ideas all.

But what about the critical link between home and school? Why is there no recognition or reinforcement of parents' and citizens' rights, as well as responsibilities, to be involved meaningfully in the process of public education? And what about the children whose parents are unable to read to them because they are absent, illiterate, homeless, or preoccupied with keeping a roof over their heads and food in their children's mouths? Twenty-five percent of American children under age six live in poverty. A hungry child does not learn well. Neither does a hungry parent necessarily see preschool preparation as a priority (especially one whose own experience with school has been negative). Yet the conditions which allow children to come to school unwell, ill-clothed, or frightened are not discussed.

Who Will Reap the Real Rewards?

The bill now in Congress does give a nod to low-income and minority students. (It requires the Secretary of Education, for example, to ensure that communities with high concentrations of low-income families receive "an equitable share of awards" as New American Communities.) Is this enough commitment from the government of a nation which, according to the National Education Association, lags behind all other industrialized countries in quality early childhood education? In which almost half the youth in some of our largest and "greatest" cities are not graduating from high school? In which the same percentage of 17-year-old students has not mastered seventh-grade math?

One does not have to be cynical to question the lack of specifics in this

plan, particularly regarding the needs of our most vulnerable students. Could *America 2000* be a political ploy, to get current politicians "off the hook" for the state of education? This is a tempting criticism, especially since, by the time the programs it proposes are fully implemented and evaluated (and nine years seems an overly optimistic goal), the politicians espousing them today (in the name of accountability) are not likely to be in office, to be held accountable for the results.

Meeting the Challenge

Much can be done to improve this nation's schools—and much must be done. But our efforts must be based on more than good intentions or expediency. To insure that the results will be quality education for all American children:

- High standards of performance—for teachers and administrators as well as students—must be well-conceived, with substantial participation throughout the process by the educators who will be held accountable for reaching them.
- Assessments of these standards must be based on demonstration that an individual student has mastered a skill or subject, not on how well he or she can respond to multiple-choice questions.
- "High-stakes testing" should be used to evaluate schools, not students.
- "New American Schools" should look first at what currently works, or shows signs of success with appropriate support.
- The factors which make it impossible for many children to succeed in school must be addressed head on. Health and prenatal care, adequate housing, nutrition, infusion of funds for collapsing inner-city and rural communities, and safe streets are not side issues. They are *the* issues to be attacked in assuring school readiness. Existing federal programs such as Head Start, WIC (The Supplemental Feeding Program for Women, Infants and Children), school breakfast and lunch programs, and Chapter I programs to bring "at-risk" students up to their academic potential should be improved, but they deserve continued support.
- Public school choice plans must be designed to assure that all families participate fully. Well-dispersed information must be readily available in the parents' primary language; local parent centers, independent of the schools, should be established to advocate for disadvantaged or minority parents; and all families should be required to meet with a school system advisor before deciding what is best for their children.

• Vouchers and tuition tax credits to transfer public funds to private schools, or to assist well-off families, are unacceptable public policy.

• Parent and other citizen involvement in the schools must not be seen as incidental. It must be systematic and fundamental, including school-site management and improvement policies which guarantee parents a place in the school decision-making process.

• The administration's emphasis on *national* goals and *national* tests assumes a greater national role. Yet increased federal *responsibility* is lacking. The federal government must put its money and its concrete efforts where its mouth is.

President Bush reads the mood of the American public towards educational reform correctly. "Their slogan is," the President says, "don't dither, just do it." The *challenge* is, we must do it right.

Many observers believe that schools are being asked to take on too much, at a time when basic educational goals often go unmet. Others counter that children who are hungry, ill, mistreated or spend hours alone in an otherwise empty house cannot possibly learn well, and so the provision of services they need is integral to the public school's mission. What is the right balance for your community?

Hall, S. H. (1991). "At the Heart of the Matter —Would a 'Hub' of Needed Services Improve Learning in Your Community's Schools?," *NETWORK for Public Schools*, 17, 1, pp. 1, 8-11.

The "Sleeper" In America 2000

David S. Seeley

With all the controversy about *America 2000*—public funding of private schools, national testing, neglect of the problems of poverty, etc.—there is one element of the plan which has received too little attention and which can be acted upon by all those who believe in partnership with parents and community even while other aspects of the plan are being debated. This is the call for "Communities Where Learning Can Happen"—the invitation for communities to become *"America 2000* Communities."

To become an *America 2000* Community, the "community," not just the school board or superintendent, must (1) commit itself to the "six national goals," (2) establish a "community-wide strategy for achieving the goals," (3) develop a "report card for measuring...progress," and (4) be willing to establish one of the new "break the mold" schools with a special focus on serving "communities with high concentrations of 'at-risk' children." A community can be a whole state, a school district or a neighborhood, so long as its various elements are mobilized.

David Seeley is a professor of education at the College of Staten Island, City University of New York. His article, reprinted from *NETWORK for Public Schools*, Holiday 1991, Vol. 17. No. 3, with permission from National Committee for Citizens in Education (NCCE), 900 2nd Street, NE, Suite 8, Washington, DC 20002, (202) 408-0447, was written in response to the Fall 1991 *NETWORK* feature, "Promises To Keep: Can *America 2000* Deliver What American Students Need?"

Dr. Seeley also comments that one point made in the original article could be misunderstood. Hall's recommendation that "high stakes tests," such as the national exams proposed by the Bush administration, be used to evaluate schools, not students, could be interpreted to imply that NCCE "does not believe in student accountability," Seeley points out. Certainly, NCCE does believe that students must take some responsibility for their own education if they are to achieve in school. It is the tendency for such tests to be used to pit student against student that the National Committee opposes.

What about the six national goals? Are they too demanding? Too narrowly defined? Beyond what communities (especially poor communities) can accomplish? These goals were worked out by the governors on a bipartisan basis and ratified at the "Education Summit" of 1989. They call for making sure that, by the year 2000, all American students (1) "start school ready to learn," (2) graduate from high school (the goal is at least 90 percent), (3) "learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment," (4) rank "first in the world in science and mathematics achievement," (5) include adults; adult illiteracy will be abolished, and (6) attend drug- and violence-free schools which provide "a disciplined environment conducive to learning."

Would any parent in America have a problem with these goals? Some would, I hope, be concerned that music and art were left off the list, but nothing precludes a community from adding these, or any other desired learning goals, to its own list. Some might fear that mention of traditional subject matter (English, math, etc.) might discourage creative teaching through reorganization of the curriculum into non-traditional categories, such as Law and Society, but nothing in the President's plan prevents creative teaching; the goals only preclude the kind of "feel good" programs in which students end up illiterate and incompetent. Local debates on how to achieve the goals could actually give educators a chance to explain why many current school practices tend to turn students off.

"Communities where learning can happen" may be the sleeper in the whole *America 2000* package, and one that serious education reformers should look at carefully, rather than spurn because of objections to other parts of the program. Isn't getting whole communities committed to serious education goals with collaborative efforts to achieve them what we have been advocating?

The invitation for communities to become *America 2000* Communities could be used as a catalyst to promote community-wide action plans which can promote a level of parent and community involvement beyond what many schools usually encourage. Becoming an *America 2000* Community does not commit a community to embrace the voucher concept, the national tests, or any other of the controversial elements of the plan. It just enables a community to pull itself together and begin acting on a concerted basis to address the problems of its children and their education.

Would becoming an *America 2000* Community divert attention from other important political goals, such as fighting for an adequate education budget or the desperately needed restructuring of schools? On the contrary, a community mobilized to achieve goals it has made its own can generate

the community support needed for whatever it will take to achieve the goals—much more so than when just the schools and the parents alone lobby for funds or reforms. *America 2000* communities can become an engine for educational change, and one that can take some of the curse off the "top down" aspects of other parts of the plan.

A sad paradox hangs over a major aspect of America 2000. *Its authors rightly perceived that the family and community are significant sources of learning and support for schooling that must be enlisted to help children mature successfully. But they failed to recognize that a growing proportion of families and communities in the U.S. need substantial assistance—just as schools do—to perform their roles adequately.*

Howe II, H. (1991). "A Bumpy Ride on Four Trains," *Phi Delta KAPPAN,* 73, 3, (January), p. 203.

Both research and practical experience show conclusively that the ability of children to learn is predicated heavily on their environment—the social, economic, and health factors which so dramatically impact the very early years of their lives. With almost 40 percent of all children under the age of six currently growing up in poverty...any serious effort to improve education must address the growing problem of children's poverty.

Usdan, M. D. (1991). "The Educational Equivalent of War?", *Voices from the Field: 30 Expert Opinions on America 2000, The Bush Administration Strategy to 'Reinvent' America's Schools*, Washington, DC: William T. Grant Foundation Commission on Work, Family and Citizenship and the Institute for Educational Leadership, p. 13.

Legislative Leadership for Educational Reform

John L. Myers

The involvement of state legislatures in educational reform has been growing and changing rapidly. The most dramatic state-level policy changes have been made in states in which there has been strong legislative leadership.

The ideas and ideals of community education have had some impact in the states that have passed omnibus reform bills in the last three years. Although this would seem to be good news for those most involved with community education, it is not, for two reasons.

First, although community education concepts are used, the term itself is not. Family support centers, learning communities, and interagency cooperation are not viewed by policy makers as community education concepts. Some would say that as long as the community education concept is used, it does not matter what it is called, but in the state policy-making world that view is very short-sighted. Support and continuation of the basic services needed for community education are dependent on name recognition.

Second, few, if any, legislators involved in the reform process are community educators, nor do they rely on community educators as major players in state educational reform.

Although it is always risky to single out states, Minnesota is different from other states in its approach to educational reform and community education; it is an exception to the two norms described above. State Senator Jerome Hughes and other Minnesota legislators embody those exceptions, and Minnesota continues to reform education without a one-year omnibus

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bill. Other states that have passed major reform measures follow a very different pattern.

Three states—Kentucky, Oklahoma, and Oregon—have passed major educational reform bills over the last two legislative sessions. Representative Vera Katz of Oregon, who has served on several national commissions on educational reform, provided leadership for reform measures passed during the 1991 session of the Oregon legislature.

The Kentucky and Oklahoma reform bills, passed in 1990, both resulted from legislative leadership. In Kentucky, the State Supreme Court ruled that the entire educational system was unconstitutional. The legislative leadership responded by appointing a task force made up of legislators, who eventually crafted the Kentucky legislation. Oklahoma also had a task force; one-third of the membership was appointed by the governor, one-third by the president pro tem of the Senate, and one-third by the speaker of the House. Although no legislators served on the panel that crafted the reform proposals, Speaker of the House Steve Lewis and the Senate leadership were joined by Governor Henry Bellmon in obtaining passage of this major reform effort.

Two strategies, both long-term efforts, would help assure a major role for community education in educational reform. First, community educators should run for election to state legislatures. Second, systems must be put in place to support those community educators who are already serving in legislatures.

The National Community Education Association has recently appointed a task force to assist with the second of these efforts. The Policymakers Task Force has started to identify community educators who are serving in state legislatures. Information exchange and meetings are being held to involve all state-level policy makers who need assistance in developing legislation and getting it passed.

State legislators are the key to major educational reform. Community education will be identified as a major player in those reform efforts only if more community educators are legislators, and if those legislators interested in community education are supported in their efforts.

Community Education and Educational Reform:

Where the States Are Now

Linda R. Moore

[M]uch of the work of creating and sustaining healthy communities, communities where education really happens, can only be performed by those who live in them: by parents, families, neighbors and other caring adults; by churches, neighborhood associations, community organizations, voluntary groups and the other "little platoons" that have long characterized well-functioning American communities. Such groups are essential to the building of relationships that nurture children and provide them people and places to which they can turn for help, for role models and for guidance.

U. S. Department of Education (1991), "National Education Goals," p. 7

This introduction to the final strategy for achieving President Bush's National Goals for Education speaks to the long-standing philosophical position of community education:

- Community education is a way of looking at public education as a total community enterprise.
- Community education advocates a community process through which citizens, schools, government agencies, and community organizations can work together to offer education, recreation, and human services to everyone in the community. Community education preaches and practices three essential things:

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1. Education is a lifelong process;
2. Everyone in the community—individuals, businesses, public and private agencies—has a stake in the mission of educating the children of the community; and
3. Citizens have a right and a responsibility to be involved in deciding how the community's educational resources should be used (Boo and Decker 1985).

Historically, community educators have concerned themselves with the challenges facing their communities—continuing education for adults who needed to master basic literacy and numeracy skills or upgrade technical skills to enhance employment opportunities; recreation and enrichment opportunities for adults with unaccustomed leisure time; recreation and enrichment opportunities for children and youths who might otherwise become involved with the juvenile justice system; before- and after-school child care and tutoring for the school-age children of working parents; school-business partnerships to provide schools with valuable resources; and early childhood and parenting education to help ensure appropriate developmental activities for young children. These activities required community educators who were predominantly program-oriented; their focus was on the coordination of activities to meet identified needs or organizational priorities. To accomplish their goals, community educators served as program planners, faculty recruiters, schedulers, building supervisors, marketing directors, committee advisors, and registrars, and did whatever else was required to make their programs successful (Zemlo, et al 1989).

More recently, community educators have reached beyond traditional programmatic concerns and have begun to define a role for themselves in broader community problem-solving activities, including school reform efforts. Indeed, much of the rhetoric of the current educational reform/school restructuring movement sounds a lot like Community Education 101, and certainly many of community education's traditional practices are mirrored in the prescriptions for school restructuring.

According to the National Governors' Association (1988), school restructuring efforts are based on two basic premises: (1) the "primary rationale for restructuring schools lies in the need to improve the productivity of the education system in general and, in particular, student acquisition of higher order thinking skills"; and (2) "improving educational productivity requires a restructuring of the entire education system, and not just the schools. The structure and process of governance and control at the state and local levels must be adjusted in order to accommodate and support neces-

sary changes in the organization and management of instruction in schools and classrooms."

In *Success for All in a New Century*, the Council of Chief State School Officers (1989) identified four broad strategies that states have used to restructure schools:

1. **School governance**—resulting most often in the decentralization of authority to the school site, and aimed at allowing those closest to the student the flexibility to design the most appropriate education location and practice. Traditional community education parallels include school advisory councils, task-specific action groups, parent involvement activities, and local leadership development.
2. **The nature and organization of curriculum and instruction**—changing in ways that provide a creative, flexible, and challenging education for all students, especially those at risk, not rote learning of discrete facts or basic skills alone.
3. **New professional roles for educators**—permitting professional educators at every level to focus on education success for all students and providing the necessary support for education success; focusing on critical and higher-order thinking skills, rather than emphasizing compliance with procedures and regulations. Community educators have demonstrated support for these strategies through their advocacy of service-learning and other experiential learning approaches, and the use of the community as a curricular resource. Learning by doing gives students the opportunity to observe, question, analyze, and synthesize, and to develop the intellectual skills necessary to learn. By extending the classroom into the community, students have the opportunity to connect what they learn in school with the world in which they live.
4. **Accountability**—emphasizing performance-based outcomes of a kind that support a pedagogy of thinking and active learning instead of minimal competencies. Community educators have long argued that public institutions, including schools, have a responsibility to "develop programs and services that respond to the continually changing needs and interests of their constituents" (Decker 1990).

A fifth important restructuring strategy used more recently by an increasing number of states is the reform of school financing. Community education is built on the premise that communities become more supportive—financially as well as philosophically—when they are actively and meaningfully involved in the business of schooling. The school-business partnerships, parent involvement programs, adopt-a-grandparent programs, and school-human service agency collaboratives that are pro-

moted, managed, and nurtured by community educators all give community members the opportunity to see, up close, the needs, strengths, and, yes, the problems of public schools. In the absence of such community-school partnership activities, schools may become even more isolated from their financial sources than they already are.

But no matter how many parallels are found between community education and school restructuring theory and practice, nearly 10 years after publication of *Nation at Risk* community educators still are trying to identify their piece in the school restructuring puzzle. As Ruby Layson of Kentucky and Barbara Stock Nielsen and Nancy Cassity Dunlap of South Carolina report in other articles in this monograph, community educators in some states are taking a leadership role in school restructuring efforts. However, while traditional community education theory has provided much of the philosophical foundation for current school restructuring efforts, state-level community education policy makers and administrators, with few exceptions, are not yet full partners in school restructuring activities. In addition to Kentucky and South Carolina, Florida and Minnesota offer compelling illustrations of community education leadership that is both visionary and pragmatic in school restructuring efforts.

Florida's Experience

Florida's current state plan for community education moves the responsibilities of community educators far beyond traditional schooling concerns, directing them to provide services to ameliorate a wide range of social and economic conditions that directly influence the targets of educational reform efforts identified by the National Governors' Association. Noting social and economic conditions specific to Florida, the state plan delineates eight critical areas to be addressed by community education:

- Rapid population growth.
- Crime.
- Education.
- Youth at risk of failure—socially, educationally, and occupationally.
- The "graying" of Florida—the rapid increase in the proportion of older persons in the total population.
- Health.
- Expansion of school-age child care.
- Interagency cooperation in joint planning and the sharing of resources.

Almost concurrently with the adoption of the state plan for community

education, the Florida Department of Education, under the leadership of Commissioner Betty Castor, developed a statewide school improvement plan; its centerpiece is the full-service school concept that makes schools the hub of health and social services for students and their families. Community educators quickly acknowledged the parallels between full-service schools and community schools as conceptualized in the state plan for community education. Both plans envision the school site as the locus of services that support improved learning; both focus on students and families who are at risk educationally, occupationally, and socially; both recognize the necessity for a collaborative interagency approach to school improvement and, by extension, to community improvement.

Community educators, through state education agency staff and the Florida community education network, have worked with Commissioner Castor to promote and expand full-service schools as part of the Florida plan for school improvement. In addition, community educators have worked as active partners in promoting a series of televised community forums on school improvement.

Minnesota's Experience

The plan of the Minnesota Department of Education for improving educational outcomes reads like a community education document. *Challenge 2000: Success for All Learners* (Minnesota Department of Education 1990) identifies five state goals that mirror the National Education Goals plus a series of strategies for achieving them. That the state would develop its own school improvement plan is obviously not news, but that the plan would identify existing community education programs as primary resources for implementation *is* news.

Minnesota's Education Goals

Goal One: Early Childhood Years
Guarantee that all children in Minnesota will enter school ready to learn, with families prepared to fully support and participate in their children's learning.

Goal Two: Making Minnesota Schools More Responsive
Restructure schools to improve the educational climate for learning.

Goal Three: Directions in Prevention and Risk Reduction
Create comprehensive prevention and risk reduction services for all learners.

Goal Four: The School Years
Assure that all K-12 students will develop the skills necessary for lifelong learning and productive citizenship.

Goal Five: Lifelong Learning
Provide adults with educational opportunities which lead to literacy and economic independence.

For example, the implementation strategies for the school readiness goal (Goal One) include statewide establishment of comprehensive and accessible community parent resource centers and expansion of the Early Childhood Family Education program, both activities currently administered by community educators. Among the strategies identified to achieve Goal Two, more responsive schools, are: (1) providing incentives for year-round, seven-day service schedules; (2) expanding extended-day, year-round child care services; (3) promoting the concept of community schools; (4) promoting cost-effective service delivery through interagency cooperation; and (5) expanding volunteerism in public education.

Increased community service and youth development opportunities for all students is one strategy for realizing Goal Four, which focuses on the K-12 years. Finally, a Goal Five strategy boldly advocates funding parity between K-12 and adult and lifelong learning programs.

It is no accident that the plan for improving education in Minnesota has a strong community education flavor. Because of that state's history of supportive legislation, generous funding, and effective professional and citizen-based networks, community educators have traditionally had a strong influence on general educational policies and practices. But this document goes beyond incorporating community education philosophy and actually assigns school improvement implementation strategies to community educators.

Advancing a Community Education Agenda in Other States

Community educators in Iowa have helped develop that state's school restructuring plan and are actively involved in promoting the *America 2000* agenda. In Kansas, community education is a key element in an outcome-based school improvement plan. The location of community educators in significant policy and program leadership positions is a common element in those states in which community education has had a meaningful role in defining the reform agenda. Although the impetus to define a community education role has occasionally bubbled up from the bottom, there has always been someone in a position of leadership at the state level—a division administrator in the state education agency, a key legislator, an assistant to the commissioner of education, a state association president, or a university-based leader—who helped moved the community education vision for school restructuring to reality. The continued involvement of community educators in educational reform and community improvement efforts in these and other states depends largely on the continued development of leadership within the ranks.

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Finally we need to refocus our attention on community education, which actually started in Wisconsin in 1911 with the lighted school house concept in Milwaukee. Now 80 years later, 42 school districts have embraced community education and found it to be successful for their communities. The John Dewey ideal of an educated community, the school as the major resource to most people in their neighborhoods and the need for all citizens to have access to learning forms much of the basis for community education. Frankly that's what America and Wisconsin 2000 are all about.

Grover, B. (1991). "State Superintendent's Column," *Wisconsin School News*, December.

But, within this best-of-times-worst-of-times mood we see one positive development of paramount importance from a policy point of view: a beginning recognition on the part of those who make and influence educational and social policy that a more comprehensive approach to educational reform is necessary—that school reform in these times must reach beyond the classroom and the schoolhouse to the home and the community and must focus on children and their multiple and overlapping needs in the diverse parts of their worlds.

This idea is not conservative, liberal, or radical. It simply puts children in the center and revives the ancient idea of the "whole child." Academic success is contingent on social, emotional, and physical development.

This ecological view envisions the different people involved in children's lives working together for all children. An ecological view integrates *(rather than delegates) responsibility, but it also challenges the assumption that parents are a source of blame or complaints rather than a resource and partner for identifying and meeting children's needs.*

Davies, D.; Burch, P.; and Palanki, A. (1991). "On the Track of Comprehensive Reform: A First Report from the Policy Tracking Project of the Center on Families, Communities, Schools and Children's Learning," *Equity and Choice*, VII, 2-3 (Spring), p. 41.

South Carolina's Total Quality Education

A State Model for Community Education

Barbara Stock Nielsen and Nancy Cassity Dunlap

[P]ublic school buildings are now open in some places every week-day in the year. They are open not only days but evenings. Classes occupy them during July and August....Children go to them Saturdays as well as Mondays, and some places the school rooms are not left unvisited even on Sundays.... The schoolhouse has become a place where youths can continue an uninterrupted education and shop girls enjoy exhilarating physical exercises after the day's grind; where neighbors may gossip and mothers come together to learn how they can supplement the teacher's work in their own homes .(Perry 1910)

Many schools are like little islands set apart from the mainland of life by a deep moat of convention and tradition. A drawbridge is lowered at certain periods during the day in order that the part-time inhabitants may cross over to the island in the morning and back to the mainland at night. Why do these young people go out to the island? They go there in order to learn how to live on the mainland. (Carr 1942)

Community education in the United States has its roots in the urban settlement houses and the "lay-by" schools of the rural heartland. In South Carolina, the Penn School of St. Helena Island, founded in 1862 on the Carolina coast, was an international demonstration site for community development. Social Centers begun in South Carolina in 1910 were based on the Dewey model of community involvement. "Moonlight schools"

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founded by Dr. Wil Lou Gray in 1914; the Parker People's College started in the Greenville textile mill villages in 1923; and the Depression-era initiatives of the Cooperative Extension Service, the Works Progress Administration, and other agencies encouraged community involvement and use of schools.

Over the years, these efforts waned; only a few local programs survived into the 1970s. Statewide, there was no support or initiative for community education. Until now.

In January 1991, a new state superintendent of education was elected with a mandate for change and reform. Primary to her platform was the implementation of community education—not programmatically or piecemeal, but systemically and comprehensively. The new superintendent believes that educational reform must take place at the local level, and that community education is the right vehicle to make reform meaningful and involvement necessary. Her commitment is to equity and excellence for all.

In a reorganization of the state education agency (SEA), six functional divisions, each headed by a senior executive, were created (Figure 1). The overlaps in organization are deliberate; they indicate areas of shared responsibility and coordination.

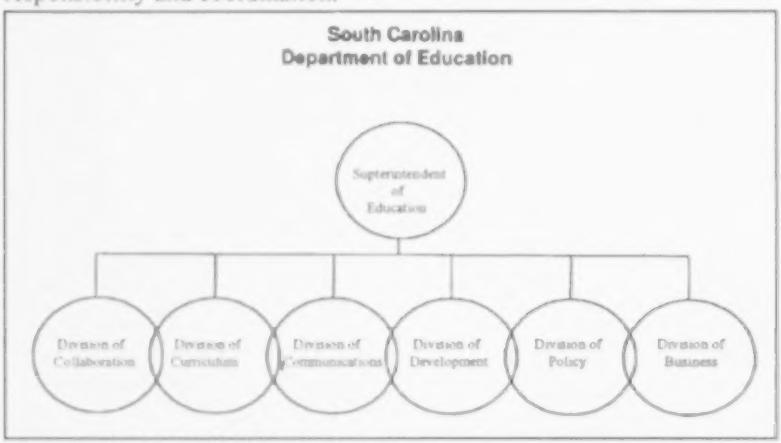

Figure 1. Organization of SEA in South Carolina

The Division of Collaboration was designed to establish coalitions and to build partnerships and alliances with agencies external to the Department of Education—higher education, business and industry, public and non-profit agencies, communities, parents, and other stakeholders, and to serve as a catalyst for program development. Offices now in the Division of Collaboration were formerly scattered throughout the agency, with little or

no communication among them; subdivisions were even more dispersed. Those offices that had, by tradition or statute, been charged with outreach or coordination with groups external to the agency were re-envisioned and combined. These included adult education, vocational education, dropout prevention, school-business partnerships, parent education, volunteerism, community education, graduate equivalency diploma, and substance abuse education. The Division of Collaboration has four offices: Community Education, Partnerships, Occupational Education, and Regional Services

W. Edwards Deming's principles of total quality management (TQM) are guiding the departmental restructuring. Teams have been formed at the Office level and plans are being made to empower them. TQM will be applied to the SEA, the school districts, and the students through new curriculum initiatives; the goal is to achieve a quality environment based upon strategic planning, teamwork, staff development, data-based decision making, quality assurance, and customer satisfaction. Every action will be guided by three central questions: who are our customers? what are their needs? how can those needs be met while continuously improving the system? We call this Total Quality Education (TQE).

TQE has three critical strands:

1. Learning standards will be established for all students in terms of what they know and are able to do, and in terms of the ways we teach and assess their performance.
2. The education system will be restructured to provide continuous improvement toward standards, resulting in Total Quality learning organizations.
3. All of South Carolina's citizens will become involved, working together to achieve excellence for all.

A collaborative spirit is essential for the transformation to a Total Quality environment that assures equity and excellence for every child, youth, and adult. The superintendent firmly believes that power shared is power gained. "An individual can make a difference, but a team can make a miracle" is more than a slogan in the SEA.

Education Excellence Committees

Fifty-two Education Excellence Committees have been established to study all areas of education in the state, from facilities to adult education services, from funding to addressing the National Education Goals. These committees, involving more than 1,000 educators, parents, business people, community leaders, and others, have made recommendations for educational reform based on practice and research. Their recommendations are now shaping the educational reform efforts of the state.

Curriculum Congress

A Curriculum Congress was convened in August 1991; 800 parents, educators, and business and community leaders discussed what children should know and what they should be able to do in terms of *maximums*, not minimums. The result will be the articulation of curriculum frameworks and the concomitant development of authentic assessment tools.

Council on Education Collaboration

A Council for Education Collaboration was formed with the Commission on Higher Education to initiate discussions of K-12-higher education coordination and joint programming, particularly in the areas of teacher education and program articulation, to enable institutions to work together to achieve a unified, coherent education system.

Town Meetings

The Department of Education, in cooperation with the Governor's Office, educators, businesses, and agencies, conducted a series of town meetings during American Education Week in November 1991. These meetings heightened public awareness of the National Education Goals, assessed South Carolina's standing in relation to the goals, and assisted in the development of state goals and performance standards.

Total Quality Education Coordinating Councils

The Department of Education has established TQE coordinating councils at the regional and local levels to develop strategic plans for meeting the national and state goals for Total Quality Education. These councils, involving business, education, health, social services, government, economic development boards, PTAs, school improvement councils, civic organizations, churches, and higher education, will review South Carolina's baseline data for each goal, assess needs, develop improvement strategies, assign roles and responsibilities, identify resources, coordinate delivery strategies, and assess outcomes yearly. This cooperative effort will ensure synergy of purpose and nonduplication of efforts to maximize the use of resources. The department began this effort with all state agency heads and is working with the Office of Regional Services to implement the plan.

Business-Education Cooperation

South Carolina companies that are members of the National Business Roundtable are cooperating with the Department of Education and the

Governor's Office to implement *America 2000: New American Schools.* The Roundtable also will assist in developing Quality Education Leadership Academies and in awarding "Total Quality Schools and Communities" designations.

Efforts will continue to encourage the building of successful school-business partnerships. Under Target 2000 legislation, a formal Business-Education Partnership Network of leaders from small and large businesses, both urban and rural, advises the Department of Education in its promotion and evaluation of partnership programs.

Education Service Corps

The Education Service Corps is creating and expanding opportunities for developing better schools by asking local citizens to help. The Corps, a nonpartisan, representative body of people from across the state is designed to tap the talents and energies of young adults and retirees. These two groups have regularly asked what they can do to help. The Corps will create the opportunity for these volunteers to develop links with schools based on locally determined needs. Each community will use advisory committees to assure local perspectives. Their activities will include mentor and tutoring programs, summer math and science programs, efforts to help schools find and use cutting-edge technology, and preparation of youth for adulthood and the world of work.

Community Schools

The community school concept calls for (1) extended use of school facilities, making school buildings available after school hours, on weekends, and during the summer for community and educational use; (2) interagency collaboration, with schools acting as the catalyst for agencies to jointly address community needs, using community resources; and (3) citizen involvement in the TQE process.

The Department of Education, in cooperation with other agencies, is piloting community school models. These models may include, for example, after-school enrichment programs for children; a youth service corps; lifelong learning activities such as family literacy, parenting programs, high-school completion and GED, and courses coordinated with two- and four-year colleges for continuing education; enrichment, social, recreational, and cultural activities; and other programs designed by locally established advisory councils. The Department of Education will provide developmental assistance and will encourage participation by all segments of the community and by agencies and organizations such as social services, health departments, libraries, Cities in Schools, Jobs for America's Gradu-

ates, Visions for Youth, United Way and its agencies, the military, and other community stakeholders.

Exciting times are ahead for education in South Carolina. The Department of Education is developing an education system in which children learn more, understand more, and develop the sophisticated skills they will need to compete in the years ahead. Total Quality Education is a call to action that challenges virtually every South Carolinian—students, parents, teachers, administrators, school board members, business and community leaders, professionals, retirees, lawmakers, civic organizations, churches, higher education, and the media.

We envision an education system that recognizes every individual, agency, and institution as part of the system; that believes learning is not confined to a classroom but is a lifelong endeavor. Quoting an African proverb, Bill Moyers put it succinctly: "It takes a village to raise a child."

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Kentucky's Family Resource and Youth Services Centers: An Expanded Role for Community Education

Ruby Layson

Community education has a new look in Kentucky. The establishment of family resource and youth services centers will offer an array of services to students and their families, ranging from health referrals and parent education to child care and career counseling. The centers represent one of the most significant changes brought about in Kentucky's educational system by the 1990 Kentucky Education Reform Act. They will help assure better coordination and delivery of services by various public and private human service agencies and will be a one-stop source of aid and referrals for children and families who need assistance. The intent is to enhance students' school performance by helping them and their families take care of some of their basic needs.

The first 134 centers opened at sites throughout the state in the fall of 1991. Others will be phased in over a four-year period. Centers are expected to be operating in all the qualifying schools by June 30, 1995.

To qualify to receive state funds for a family resource or youth services center, a school, or a combination of schools, must have a student body in which at least 20 percent of students are eligible for free school meals. Once a center is established, its services are available to all enrolled children and youths and their families, regardless of family income.

At every level, the centers reflect the type of collaboration they are

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intended to foster. The reform law created an interagency task force to develop a five-year plan, establish guidelines for the centers, recommend grant awards, and monitor the centers' progress. Included on the task force were representatives of the state Department of Education; the departments of Employment Services, Health Services, Mental Health and Mental Retardation Services, Social Services, and Social Insurance (all agencies of the Kentucky Cabinet for Human Resources); the Justice Cabinet, Governor's Office, and Workforce Development Cabinet; parents; teachers; local school administrators; local school boards; community mental health-mental retardation programs; local health departments; and local community action agencies.

The Cabinet for Human Resources established the Family Resource and Youth Services Centers Branch to administer the centers. The Department of Education provides support, training, and technical assistance through its Community Education/Family Support Branch. Community educators provide training in council facilitation, parental involvement, school-age child care, parent education, partnerships, and volunteerism.

At the local level, each center has a community advisory council. These councils are composed of school personnel, parents, community representatives, staff members of collaborating public and private service agencies, and, in the case of the youth services centers, at least two students.

The grants for the first centers ranged from $10,800 to a maximum of $90,000 each, depending on the number of qualifying students to be served. The 1991-92 grants totaled $9,055,800. These grants are expected to be renewed annually if a center's performance is satisfactory, and additional funds will be provided for approximately the same number of new centers in each of the next three fiscal years. Additional funds will come from local school districts and communities. The Cabinet for Human Resources has also received grants of $100,000 from Cities in Schools, Inc., and $175,000 from the Annie E. Casey Foundation for special projects related to the family resource and youth services centers. Center directors are also looking to various public and private sources for grants to fund additional local programs and activities.

The skills required for the new center directors include the ability to work effectively with local advisory councils; collaborate with existing public and private agencies to provide services; work with a broad spectrum of the community to identify and coordinate resources; develop partnerships with the business community; and recruit, train, and use volunteers. Like community education directors, they come from a variety of backgrounds—teaching, social services, community agencies, business, and various other professions.

Center directors are receiving training similar to that provided for community education coordinators and directors. Each is attending one of four specially tailored, week-long sessions held at the National Center for Community Education in Flint, Michigan. Many of the new directors have also taken part in a regional community education training project that offered one-day workshops throughout Kentucky in September and October 1991 through a C.S. Mott Foundation grant to the Mid-Atlantic Center for Community Education at the University of Virginia. Some directors participated in the training opportunities available at the fall conference of the Kentucky Community Education Association. The Cabinet for Human Resources held two two-day training sessions for all new directors to introduce them to the services, locations, and personnel of the various social service agencies with whom they will be working in their new roles.

Family resource centers are designed to serve elementary school children and their families and to offer either services or referrals related to preschool care, after-school child care, parenting skills, and health and mental health needs. Center directors are expected to work with their councils to determine local needs and to identify and coordinate the use of existing resources. Each site is expected to include, but not be limited to, these components:

- Full-time preschool child care for two- and three-year-olds.
- After-school care for four- through twelve-year-olds and full-time care during the summer and on days when school is not in session.
- Education to enhance parenting skills.
- Health and educational services for new and expectant parents.
- Educational programs for parents and their preschool children together.
- Support and training for providers of day care for children.
- Health services or referral to health services

Youth services centers are to serve students from middle or junior high through high school, and their families. The legislation calls for these components at each site:

- Health services or referral to health services.
- Referral to social services.
- Employment counseling, training, and placement.
- Development of summer and part-time jobs for young people.
- Substance abuse services or referral to these services.
- Family crisis and mental health services, or referral to mental health services.

Among the first centers opened are 73 family resource centers and 36 youth services centers. At 25 centers, the two types are combined. Many of

the centers are named for their school districts or individual schools; others have chosen such names as the Family Connection, KIDS Company, and the Growing Place. All are designed to be comfortable, pleasant, and non-threatening. In a number of instances, they are located near community education and adult education.

Under the legislation, the Interagency Task Force on Family Resource and Youth Services Centers will review grant applications and monitor the centers until December 31, 1995, when the task force will go out of existence. By that time, the centers are expected to be fully and successfully operational in all qualifying districts.

There is recognition as the percentage of 'at-risk' youngsters grows in both metropolitan and rural areas that schools by themselves cannot solve the complex social, economic, and family issues that impinge on the learning process. New coalitions will be required and the isolation of education from other human services will have to be overcome. Demographic imperatives and dramatic changes in family structure, along with the growing emphasis on delivering education and related services at the grassroots or school building level, will provide new opportunities...to provide comprehensive human services to disadvantaged children.

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Community Education:
A Foundation for Educational Reform In Ohio

Sherry Mullett

"Education is... Not the filling of a pail, but the lighting of a fire."
W. B. Yeats

"If every school district in Ohio was involved in the community education process, every school district in Ohio would be laying a foundation for education reform." Shirley Hawk, Member, Ohio State Board of Education

Words that suggest change—new, innovative, experimental, cutting-edge—turn up frequently in discussions of reform. "Foundation," indicating stability, is rarely used. Yet, in Ohio, the strength of community education has been its ability to lay a firm foundation on which to build educational reform.

In Ohio, we use a three-part definition of community education; it includes a statement of belief or philosophy, a process for activating that belief, and the results attained from implementing the process.

The Belief. Education is a lifelong process for which the entire community is responsible. Schools, business, government, agencies, and individual citizens all must work together to identify and meet educational needs in each local community.

The Process. All segments of the community are involved in: (1) setting educational goals; (2) working in collaborative partnerships to obtain resources and deliver educational services; and (3) planning, implementing, evaluating, and adjusting educational programs on an ongoing basis.

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The Results. (1) A community-wide consensus on educational goals; (2) a shared responsibility and accountability for providing effective education; (3) a client-centered rather than an agency-centered approach to providing educational services; (4) maximum use of financial, human, and physical resources; and (5) a comprehensive system of education that is thorough, effective, and efficient.

From this perspective, community education provides a foundation for change by establishing a process for educational decision making that puts responsibility for achieving an educated populace in the hands of the total community. What it does not do is dictate specific programs for education and educational reform; rather, it establishes a system for local determination and implementation of such programs.

Providing assistance in the development of a foundation for change has been the mission and goal of the Community Education Office at the Ohio Department of Education (ODE) since it was established in 1975. Over the past two years, the office has made local use of the community education process in educational reform efforts the thrust of the state funding program. What is most remarkable about this process is its cost effectiveness.

We have also learned several important lessons. First, we have learned that, while philosophy must be shared in order to broaden horizons, a little theory goes a long way. We have also learned that mandates, such as requiring an advisory committee, mean nothing if administrators do not understand group process or have weak group facilitation skills.

Community Education Development in Ohio

After federal community education legislation was passed in 1974, a community education consultant position was established and funded at the ODE. Title (now Chapter) II administrative funds were allocated to support this position, while the new federal community education funds were used to support additional state-level staff, provide technical assistance and training, expand community education awareness statewide, and assist local communities in implementing the community education process. Ohio received federal grants annually as long as the federal program lasted. During those years, community education grew to involve more than 100 Ohio school districts and communities, a C. S. Mott-funded university network, an enthusiastic state advisory committee (mandated by the federal legislation), and a new state community education association.

When categorical federal funding for community education ended in 1981, with passage of the Reagan administration's omnibus "block grant" bill, Ohio reassessed the status and future of state-level community education efforts. A commitment to community education leadership, a critical

element in successful implementation, was already in place, but with a staff of one and no funds to provide technical assistance, the state's impact on local-level community education development would be greatly reduced. Clearly, community education needed a new source of support.

The George Gund Foundation of Cleveland

The Gund Foundation has had an interest in community education since the late 1970s, when it provided grants to northeastern Ohio school districts to initiate community education programs. In 1982, the ODE, working with representatives of Kent State University and the Ohio Community Education Association, sought the foundation's assistance in developing community education statewide. The foundation offered the ODE a three-year grant to provide discretionary funds to local communities for community education development, and to allow the ODE to continue the technical assistance and training activities formerly funded by federal money. The grant required a dollar-for-dollar state match to a maximum of $66,000 a year.

The state reacted quickly; $60,000 was budgeted for community education even before the Gund grant was received. For the next biennium, the state allocation was increased to match the maximum grant level. Had there been no Gund support, there may have been no state money for community education.

Today, Ohio's community education budget allocation is $250,000. While many newer programs have been eliminated from the state budget, support for community education funding has been maintained. During the most recent budget negotiations, community education actually received an increase.

Community Education Grants

Initially, the ODE made small planning grants to communities that wanted to start community education, and larger demonstration grants to those already involved. Then, learning that it takes much longer than one year to establish an effective community education process, the ODE created a third grant category for those who already have had planning grants. The three types of grants available today are planning grants, implementation grants, and demonstration grants. All are discretionary; applications are accepted from school districts, nonprofit organizations, government agencies, and institutions of higher education.

The grant categories target different needs. Planning grants ($2,500) assist in initiating use of the community education process to facilitate local reform efforts. Emphasis is on building interagency involvement and partnerships, identifying educational needs and resources, and realistic

goal-setting. Implementation grants (a maximum award of $7,500) help those who have had planning grants address the needs they have identified and develop a three-year plan. Demonstration grants (a maximum of $20,000) are to be used for special projects that illustrate how the community education process can improve education in a local community, or provide training opportunities in community education. For the past two year, the demonstration grants have focused on interagency collaboration and community youth service. In training, the emphasis is on the use of community education processes in educational reform.

The significance of this grant program is not the amount of state dollars available; rather, it is the impact of such a small expenditure of funds. Even more significant is our realization that laying a foundation for educational restructuring via community education is not expensive, whether at the state or local level. Two examples, one urban and one rural, illustrate the impact of our efforts.

Lighting the Fire

Fort Hayes Metropolitan Education Center is one of 17 high schools in the Columbus Public Schools. Located in the central city, in a business/industrial area, the school shares a 51-acre campus with a military base. Initially developed as a part-time vocational school for juniors and seniors who spend part of the day in their home high schools, Fort Hayes Education Center became a four-year high school in 1988, combining academics and specialized fields of study.

The faculty and administrators felt that the school, which draws students from the entire city, was suffering an identity crisis and applied for a planning grant to assist in developing an advisory committee, conducting a needs assessment, and identifying strategies for building stronger partnerships with all segments of the community. Individuals representing the school and the greater Columbus community were invited to serve on the advisory committee. While the committee experienced the growing pains of most effective advisory groups, it formed three task forces: long-range planning, educational programming, and school-community communications. Together, the task forces completed the planning grant requirements, continued their activities with an implementation grant the following year, and received a demonstration grant last year to initiate a program called the Youth Discovery Institute. Monthly, the Institute brought together students and teachers from Fort Hayes and five other Columbus high schools to work with professional artists from the community; the program used a multidisciplinary arts format to enhance students' self-esteem, deepen their appreciation and understanding of the city's many cultures, and expand their

creative visions and energies. The program, which broke many traditional school boundaries, was successful, based on student, teacher, and artist evaluations, and received state and national recognition for its innovative approach to arts education. But the Institute was not part of the traditional curriculum, and, with no resources available in the school budget, the program ceased to exist at the end of the grant period.

But this program had come from the community, and the interagency advisory committee felt responsible for it. After exhausting all avenues for school district funding, the committee began searching for outside support, and found it within itself. Ross Laboratories, a research company with facilities located across from the school, was already heavily involved in a math and science tutoring program and had a representative on the advisory committee. The company donated $10,000, which enabled the Youth Discovery Institute to resume at the start of the second semester. As Principal Jerry McAffee noted, a million dollar grant is gone when the money is spent, but the ownership for education conveyed by the actions of the Fort Hayes community education advisory committee could not be bought at any price. The foundation for change is in place and a fire has been lit as a result of a small grant to initiate the community education process.

In Ohio's Appalachian region, Bloom-Vernon Local Schools, a small, rural system, has received planning and implementation grants for the past two years to keep school facilities open beyond the regular school day for a small continuing education program, and to conduct a community needs assessment. An important problem was identified in the assessment: high school graduates are leaving the area in increasing numbers because there are few employment opportunities.

During a statewide community education conference, grant recipients from throughout southeastern Ohio got together and discovered that this is a problem they all share. They formed a loose coalition, with the Bloom-Vernon community education director as chair, and submitted a successful grant proposal for a demonstration project whose purpose was to promote community education concepts in the Appalachian region, with a focus on economic development and employment.

The first planning meeting for the project brought together representatives of schools, universities, vocational programs, local economic development agencies, and others from southeastern Ohio, and representatives of similar agencies at the state level, including the governor's office. A presentation on community education approaches to the teaching of entrepreneurial skills, followed by a discussion of the need for entrepreneur education within the eight-county project area, led several participating agencies to make tentative commitments of dollar support—another ex-

ample of how involvement leads to ownership. The networking resulting from this small grant, in its initial stage, is laying a foundation that promises to make an impact on education and economic development in a number of rural school districts.

Nurturing the Flame

The most critical factor in the successful establishment and maintenance of the community education process locally is the presence of trained leadership. Unfortunately, there are few courses of study in which prospective administrators can learn the skills needed to facilitate effective interagency councils, resolve "turf" issues, understand the roles of various populations in local education, develop creative decision-making skills, identify local educational needs and resources, and respond to the varied needs of changing populations. Yet these are the leadership skills needed both in community education and in successful educational reform efforts.

The ODE established the Community Education Technical Assistance Network (CETAN) as one way to address the issue of leadership training. CETAN permits the timely delivery of technical assistance by practitioners to their peers on site at no cost to those requesting assistance and at minimal cost to the state. It illustrates the community education principle of linking resources and needs by delivering the best available talents where and when they are needed. CETAN matches knowledgeable community education practitioners from throughout the state with schools and agencies that request assistance in either process or program areas. The state reimburses CETAN consultants for travel and materials and provides a small honorarium. Procedures and an evaluation process developed by CETAN consultants are revised every two years.

Technical assistance obviously cannot address all the training needs that exist and cannot prepare the unprepared for new roles in leadership and administration. Because there are no training funds in the state community education budget, community education demonstration grants were expanded two years ago to include a training category focused on regional and statewide efforts. Two grants are currently funded.

A grant to the Orange City Schools enabled all currently funded grant directors to participate in an intensive program to increase their skills for community education leadership and to develop a peer network. Planned and implemented by a statewide committee, this training program drew on the format used at the National Center for Community Education in Flint, Michigan, but focused on issues specific to Ohio. Phase two of this grant is a series of one-day visitations to Orange, planned for superintendents, school board members, business leaders, and others.

Another grant brought together the North Olmsted City Schools and personnel from Ohio's Public Broadcasting System, with five universities and a statewide advisory committee, to produce a series of five teleconference seminars focused on restructuring education via community education. Broadcast live from WVIZ-TV, Cleveland to four other locations, this interactive broadcast is enhanced by on-site instruction from trained facilitators at each location. Individuals may participate in any or all of the seminars, and graduate education credit is available through the participating universities: Ohio State, Cleveland State, Miami, Toledo, and Rio Grande.

Lack of a national effort for community education training has encouraged creativity. Through a collaborative effort of universities, local school districts, and the Department of Education, Ohio is beginning to address our training needs.

Building on the Foundation

With an annual expenditure of only $250,000, Ohio has developed a comprehensive community education program that includes grants to local school districts and agencies for planning, implementing, enhancing, and sharing community education efforts. Technical assistance and training are available statewide. Community education is gaining acceptance as a process that can assist in the reconceptualization and redesign of education in local communities. It takes time for the community education process to become fully functional, but indications are that the number of successful examples is increasing.

The fact that much has been accomplished with a small financial investment sends a message about the cost effectiveness of the community education process. The employment of a full-time state-level community education professional since 1975 has assured leadership for this process. Every program, grant, and technical assistance or training effort has been developed with input from all sectors of Ohio's educational community. State efforts are continually redirected or refined, based on the suggestions of those involved at the local level.

Because state funds are limited, community education has looked to outside sources, such as foundations and the federal government, for supplemental funds, while being careful not to build dependency on them. Every effort is made to identify and use nonmonetary resources. Donations of free printing and meeting space and, through collaboration with other state agencies and programs, free or low-cost training and in-service opportunities have been welcomed over the years. The availability of a small number of demonstration grants gives seasoned community educators, our

greatest resource, an opportunity to be creative, while requiring them to share their efforts statewide. It is a process of mutuality: they get and they give.

Our success does not mean that we have no problems. In our small grants program, we turn away a growing number of applicants each year. And, because community education is a change process, it does not take hold quickly: we now know that a third-year, phase-out grant of about $3,000 would yield a higher rate of implementation success. A small amount of money to free up local leadership in the early years has also surfaced as a need.

Like most states, Ohio has no extra dollars. That being the reality, we must find ways to be creative if local needs are to be met. We must find ways to collaborate with other state-funded programs, such as effective schools, early childhood education, and latchkey programs. Through a collaborative effort within ODE, we need to find ways to merge or coordinate the funding of local programs in ways that stretch dollars and avoid duplication of local expenditures and efforts.

Ohio has laid a foundation for educational reform through community education. What remains now is to build on that foundation at both the state and local levels. Our initial successes may be credited to our use of the community education process ourselves, as we assist in its statewide development. To use Yeats' imagery, we are not filling any pails with our grants and assistance, but we are lighting fires. And, in true community education fashion, we are letting each community determine for itself the intensity of the flame.

Effective Schools and Community Education:

A Partnership for Educational Change

Jacquelyn A. Rochford

"The Danville Public Schools will only be as strong...as the community demands."

These words, spoken frequently in the past two years by Superintendent Eric J. Smith, serve as a cornerstone for the educational restructuring that is now occurring in the Danville, Virginia, Public Schools. Since arriving in Danville in January 1990, Smith has provided aggressive leadership to major school reform based on the Effective Schools research of Ron Edmonds and Larry Lezotte. The focus has been the development and articulation of a clear academic mission; the establishment of strong academic leadership; frequent monitoring and follow-up; safe, orderly, caring schools; and a committed, involved community. Securing the active support and involvement of parents, business leaders, and community representatives for the educational changes being undertaken was an essential first step in the reform process. The existence of trained community education personnel, eager to shift emphasis from programming to process has greatly facilitated this effort.

In 1972, Danville became the first locality in Virginia to establish a community education program. Based on the Flint, Michigan, model of that time, the program was developed as a cooperative effort of the Danville Public Schools and the Danville Parks and Recreation Department. Its primary purpose was to open up school facilities to community use by adults and children.

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The program grew tremendously from 1972 through 1989, with evening and vacation programs offered throughout the city. There was, however, little interest within the school division in such community involvement initiatives as volunteer programs, school-business partnerships, parent involvement, or community participation in educational decision making. Just as the district appeared to be locked into a pattern of limited vision regarding educational change, so the community education program seem doomed to a continued emphasis on programming adult and youth enrichment classes, special events, and coordinating facility use.

In January 1990, education in Danville changed. Upon his arrival, Eric Smith spent a great deal of time speaking with parents and business and community leaders to collect their ideas about changes needed in education in Danville and to make known his ideas for reform. What happened in this first six months was nothing less than phenomenal—citizens actually became excited about education and began looking for ways to support it.

The next step was to provide a structure for this support that would both enhance the instructional program and be acceptable to school administrators. It was at this point that the community education program became, perhaps for the first time since 1972, a vital part of the Danville Public Schools' educational mission. Community education has long advocated strategies and processes for involving the community in the educational program of the schools. With endorsement and leadership from the superintendent and school board, the door was opened to implement these strategies and allow the community to enter into a partnership with the school division to enhance the instructional program for students.

The first initiative involved citywide coordination of school-based volunteer programs. The Danville VIPS (Volunteers In Public Schools) was developed in August 1990. A major program focus was the establishment of volunteer management teams at each school. The teams, consisting of teacher and parent volunteer coordinators and building principals, are responsible for planning, implementing, and evaluating the school-level programs. Systemwide coordination and community input were assured by the establishment of a VIPS Coordinating Council, consisting of the parent volunteer coordinators from each school. In the first year, 1,000 volunteers provided more than 20,000 hours of service to the schools through the Danville VIPS.

Interest in school-business partnerships led to close collaboration between the schools and the Danville Area Chamber of Commerce, which, in turn, led to the establishment of the Partners-In-Education (PIE)/Adopt-A-School Program. In just a year, almost 50 partnerships have been established, including substantial programs involving most of Danville's

largest industries. Among the services provided by the business community are mentoring by industry employees, training of academically talented students, student incentive programs, mini-grants to teachers, classroom speakers, and workplace encouragement and incentives for parents to help their children do well in school.

Community education has long advocated the interaction of community and students. Following a model developed by Diane Galbreath, a Virginia community educator, the Danville community education program initiated the Danville Youth Forum, which provides leadership training to approximately 115 sixth-through-twelfth-graders annually. Students work in school teams to develop action plans that they implement at their schools throughout the year. The focus is on students helping students through academic tutoring, mentoring, counseling, and conflict resolution. One outgrowth has been the Project YES Mentor Program, in which 45 junior and senior high school students tutor elementary and middle school students enrolled in an after-school academic assistance program.

The existence of community education in Danville assured that groups interested in the VIPS, PIE, Youth Forum, and Mentor Programs were involved in the planning process from the beginning. Thus, organizations such as the PTA Council, the Danville Area Chamber of Commerce, the Danville CADRE (Commonwealth Alliance for Drug Rehabilitation and Education), and the Danville-Pittsylvania Mental Health Services Board became "committed partners" in these efforts. This collaboration, along with the excitement for education generated by the school board and superintendent, resulted in programs that not only began with great support, but continue to grow rapidly. This foundation of collaboration among parents, students, agencies, community groups, and business and industry leaders was a prerequisite for the educational change that is occurring in the Danville Public Schools.

The Community Education Process

A critical question in Danville's educational restructuring was how decisions affecting the instructional program would be made, and who would be involved in making them. The Effective Schools model endorses the principle that major decisions should be made at the school level, by those people—principals, teachers, and parents—who work most closely with the students. The Danville School Improvement Process uses this approach. A school improvement team (SIT) has been established at each school to review student data (available by gender and socioeconomic level) and to develop plans to improve learning for *all* students. The community education process, with its emphasis on advisory councils and needs

assessment, suggests strategies for effective development of these school-based planning teams.

While decisions regarding the most effective ways to enhance student learning are left to local SIT teams, overall direction is the responsibility of the school board. A major effort to involve a broad base of school and community leaders in providing input to the board is Danville's Educational Planning Retreat. An annual half-day retreat was initiated in 1990; each fall approximately 75 parents, teachers, principals, central office administrators, and business leaders join school board members in developing initiatives for the next school year. These initiatives are refined and submitted to the school board for approval in January. At this point, they become the objectives for the coming year and the basis upon which the budget is developed. Later in the year, the staff develops strategies for each objective; the result is a comprehensive plan for the Danville Public Schools. Community education staff has played a critical role in this planning process. Community educators have long been recognized for their skill in convening people to address community issues, making them feel welcome, and taking them through a process that allows all participants to be heard. These convening and group facilitation skills are essential to any collaborative planning effort. In Danville, they have helped establish a process for innovative planning in which both the community and the schools feel ownership.

Working on Parent Involvement

In spite of growing general support for education in the Danville community, the Danville mission of educating *all* students to the maximum of their individual potential cannot be achieved without the active involvement of all parents. In Danville, a major component of the educational reform movement is an aggressive approach to involving all parents in the education of their children and providing support as needed to strengthen parenting skills and family structures. Once again, the community education process offered proven strategies for reaching parents and offering them support.

The first step was a strong message from the school division to local human service agencies telling them that the division would call on their resources when necessary to help children and families. New guidelines for reporting and following up on child abuse referrals and student assistance programs in the schools were among the early results of this effort. A second initiative launched what will become a comprehensive community approach to parent education. In cooperation with the Danville PTA Council and the Danville-Pittsylvania Mental Health Services Board, the Danville

Public Schools initiated Active Parenting classes for parents of elementary-age children and teenagers. These classes are now offered to area churches, PTAs, and neighborhood groups in an effort to reach more parents. The message in this effort is that all parents can benefit from parenting classes—that, in fact, only caring parents attend these programs. In addition to the Active Parenting curriculum, special programs are planned for African-American parents, substance abuse prevention, the parenting of 0-5-year-olds, and work-site parenting classes. Project New Start, a weekly program for teenage parents, was added last fall in an effort to help young parents stay in school, pursue suitable employment, and better nurture their children. Another effort underway is the establishment of a parent education coalition, to bring the total community into a collaborative effort to strengthen family structures and parenting skills. More than 30 organizations and businesses were represented at an initial meeting; nearly all endorsed the concept of the coalition and pledged support.

Last fall, more than 50 teachers, representing all of Danville's schools, attended training sessions on techniques for involving hard-to-reach parents in the education of their children. Many of these teachers are sharing information with their colleagues who did not attend. In addition, each school will receive a wealth of resource material on a variety of topics related to parenting. These materials will provide teachers and counselors with resources to draw upon as they try to help parents help their children. Every elementary school and three middle schools are developing parent centers. These centers will provide a comfortable place for parents to meet with teachers and principals in order to find out about the school, be updated on their children's progress, and obtain material on parenting issues. Most importantly, the centers will be a special place that belongs to the parents; they will send a strong message to all parents that their presence at school is necessary and wanted.

The Community Education Program has played a vital role in the reform movement that is occurring in the Danville Public Schools. By refocusing its efforts from programming to process, the staff has been able to apply sound community education principles to implementation of the community involvement initiatives that are essential to the improvement process. In turn, strong top-level leadership and support, along with the Effective Schools model, have provided a framework through which these principles can be used to affect the educational process. Community education has provided valuable services to Danville's citizens for many years. Now, the community education concept, partnered with the Effective Schools model, is providing impetus for involving the entire community in a continuing process of educational growth and reform.

Six Types of Family-Community-School Collaboration

School Help for Families—*schools providing assistance to families in relation to the families' basic obligations: responsibilities for the children's health and safety; supervision, discipline, and guidance for children at each age level; and positive home conditions that support school learning and behavior appropriate for each grade level.*

School-Home Communication—*the basic obligation of schools to communicate from school to home about school programs and children's progress, including the use of letters, memo, phone calls, report cards, newsletters, conferences, and other mechanisms.*

Family Help for Schools—*the involvement in school of parent and community volunteers who assist teachers, administrators, and children in classrooms and other areas of the schools. Parents and others who come to the school to support and watch student performances, sports, and other events.*

Involvement in Learning Activities at Home—*parent-initiated or child-initiated requests for help and, particularly, ideas from teachers for parents to monitor or assist their own children at home in learning activities that can be coordinated with the children's classroom instruction.*

Involvement in Governance, Decision Making, and Advocacy—*parents and other community residents in advisory, decision-making, or advocacy roles in parent associations, advisory committees, and school improvement or school site councils or in independent advocacy groups that monitor schools or work for school improvement.*

Collaboration and Exchanges with the Community—*involvement of any of the institutions that share some responsibility for children's development and success. This includes programs that provide access to and coordinate community and support services for children and their families, and other arrangements that draw on community resources to support children's learning.*

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Community Education:
Adapting to the Needs of an Urban Community

Hugh Rohrer and Dan Cady

Flint, Michigan, widely recognized for more than 50 years as a leader in community education, recently made sweeping changes in its community education program. In the spring of 1990, after several major studies—motivated in part by current financial woes and a growing sense that major change was needed—the school district drastically restructured its community education program to meet the needs of the troubled urban community Flint had become.

Publicly reaffirming its commitment to community education as an essential component of the basic K-12 educational system, the district identified seven major target areas as the focus of the community education program. The key areas identified were:

- academic support
- literacy
- job skills, career training, and high school completion
- parent involvement
- student and community health
- neighborhood development and school safety
- greater collaborative use of resources

Today, community education "agents" have replaced the traditional community school directors; their jobs are designed to address a specific target area. Each of the 16 community education agents (CEAs) has a

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designated advocacy area. Four are known as CEA-Academic Support Advocates; four as CEA-Parent Involvement Advocates; four as CEA-Health Advocates; and four as CEA-Neighborhood Development and School Safety Advocates. This change was a difficult, painful, and even traumatic experience for the Flint community. The position of community school director was initiated in Flint and had a long and positive impact on the community over many years. The dissolution of the position and the creation of the community education agent position were met with considerable opposition and even several court challenges. A year later, the CEA program is functioning productively, and the Flint Board of Education has adopted a unanimous resolution of support for its continued development.

Background

The Flint Community School Program has been the model for many other school districts. C. S. Mott and Frank Manley began in the 1930s to transform Flint into a community that cared about its citizens. Through a yearly grant made to the Flint Schools, the C. S. Mott Foundation assured that programs and opportunities for educational growth would be available to all Flint citizens. Neighborhood schools served as catalysts to identify the needs of the people and to create programs to meet those needs. For four decades, the Flint Community School Program grew and showed increasing maturity. By 1970, the program included recreation classes, sports leagues, and activities; enrichment classes; programs for youths and adults; adult high school; senior citizen activities; community advisory councils; and programs for entire families. Every school had a year-round community education activities program.

A Changing Community

Nationally, there are very few effective urban models of community education. The new program in Flint is attempting to address the serious ills of the Flint community, which is reeling from declining population, unemployment, crime, unsafe and unhealthy neighborhoods, poverty, and a general feeling of hopelessness. In addition, the Mott Foundation has drastically reduced its grant monies to the Flint Community Education Program. Still, in spite of these problems, there are pockets of hope, enthusiasm, pro-active thinking, and a vision of what the community could be.

The Flint Community Education Program was asked to become a better program with less money, less staff, and a more challenging clientele. It has been given responsibility for meeting the needs of a community that is experiencing problems that seem almost insurmountable.

Community Educator in Residence

In April 1989, a Community Educator in Residence, Hugh Rohrer of Central Michigan University, was given the task of looking at the current community education program in Flint and making recommendations for improvement. Reports of studies conducted in 1979-80 and 1987 were helpful as background, as were models used for the delivery of community education services in other parts of Michigan and in other states. Small groups and individuals were interviewed; these included school employees, community residents, and school administrators. The cooperation and candor of these interviewees were a testimonial to the community education program.

The Community Educator in Residence program was introduced in Flint in 1989 in order to get an outside perspective on the community education program. The idea was to bring a community educator of national prominence to Flint to study the program and subsequently make recommendations for change. Donald Weaver, the first Community Educator in Residence, was asked to examine the administrative structure of community education and suggest how it might be changed if necessary. His recommendations, which included a much stronger role for community education in the overall administrative structure of the school district, set the stage for future development and change. In 1989, Hugh Rohrer was selected as the second Community Educator in Residence and charged with studying the entire community education delivery system. Using a methodology similar to Weaver's, Rohrer recommended many additional changes in the community education program. Both Weaver and Rohrer relied on extensive staff and community involvement, examination of other community education systems throughout the country and their own extensive background in community education.

A key component in the Flint restructuring was the combination of external resources—the Community Educators in Residence—and the extensive involvement of Flint residents and staff. This combination of external and internal expertise proved to be a powerful tool for the restructuring of community education. The foundation for change had been solidly laid. Now, community education leaders in Flint were challenged to convert what had once been an outstanding model of service to a middle-class community to a program that would meet the needs of an urban community with many problems.

The Task for the Nineties

A community education program can serve as an oasis in the inner city desert. It may be the only haven for education, recreation, and community

problem solving. The school itself should be organized to support the fragile infrastructure of the urban community. This kind of support is provided as a matter of course in the suburbs. Inner-city residents may need classes and programs designed to help those whose skills fall short of today's societal demands. Adult basic education, high school completion, home arts/repair/maintenance, wellness, employment, recreation, self-defense, parenting, self-image, and child care are but a few of these much needed programs.

Flint's response to the new challenges has been to develop an approach that puts greater emphasis on service to students, home, and community. The development and implementation of the community education agent position have been critical elements in the restructuring. The CEA is the "point person," or energizer, for community education in the Flint Community Schools. A CEA from each of the four advocacy areas is assigned to each of Flint's four middle-school zones. The CEA team in each middle-school zone, now known as an Action Zone, is responsible for providing leadership to organize school staff and community residents into a larger team to identify and address problems and challenges in the advocacy areas. The teams are a key element in the new program.

Schools continue to offer after-school, evening, weekend, and summer programs under the leadership of part-time employees, known as Program Assistants, who have been a vital link in the transition from a traditional program to a restructured program. Another critical element has been the development of a strategic plan and evaluation design. This effort, guided by Phillip Jenkins of Bryn Mawr Associates, has given direction and continuity to everyone's commitment and work.

The C. S. Mott Foundation has assisted the restructuring project through grants for training, program development, promotion and publicity, transitional activities, strategic planning, and evaluation. The Foundation has been a partner with the Flint Community Schools since the inception of community education there more than 55 years ago, and its commitment continues through the new restructuring.

Today in Flint, community education offers a renewed challenge and a sense of excitement as one approaches the needs of this urban community. The opportunity to work together in teams, to explore new frontiers of collaboration and problem solving with groups and organizations, has brought renewal to many people, including long-time participants, both in the school system and in the community.

In Flint, a restructured community education program has given new hope and direction to those who believe that urban problems *can* be solved, and that there is more in the future of urban communities than demolition, desertion, and despair.

School and Community Working Together:

Community Education in Springfield

Susan Freedman and Peter J. Negroni

Education in Springfield, Massachusetts, is a cooperative effort that involves families, the community, and business with the schools and the school district. This involvement takes various forms, many of which fall under the rubric of "collaboration" and "partnership."

Working Together

One area in which collaborative support is obvious is management. The Springfield Public School District has committed itself to promoting school-based management, based on two facts:

1. Effective Schools research indicates that when staff at individual schools are provided with greater autonomy and discretion, they assume more responsibility for the improvement of student learning. They demonstrate energy and creativity that comes from acting on their beliefs about what their students need and from having increased control over the means to reach their goals.
2. Self-management, through broadly representative school-based management teams, strengthens links between schools and the community; this, in turn, strengthens education.

In the 1990-91 school year, 31 companies and six area colleges released their employees for one and a half hours a week during the workday to volunteer in the schools as tutors or mentors. The Lincoln School in Springfield operates with a broadly inclusive sense of its community. The school has been promoting intergenerational linkages in a variety of ways.

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Students spend time at senior citizen centers and group residences as part of their community service projects. Intergenerational awareness is promoted through a schoolwide sensitivity training program contributed by Genesis Health Ventures, a member of the Alliance for Youth Partnership, which brings together the school system and other community agencies and organizations that serve children and families. This sensitivity training enabled third and fourth graders to experience the effects of aging by wearing goggles smeared with Vaseline to simulate vision impairment, walking with rice in their shoes to understand pain, and being confined to wheelchairs and walkers. They were also asked to imagine and describe their feelings about the death of a friend.

Education Is a Community-wide Responsibility

Community partnership initiatives are guided by the premise that "education takes place at home, in the community, and in the schools." They are based on the realization that the schools and other community institutions depend on one another.

This interdependence is recognized explicitly in the preamble to the Springfield Business/Education Collaboration Agreement, which states, "[T]he success of the school system as measured by its ability to instill the appropriate skills in students requires the active support and involvement of the business community." A similar sense of interdependence is reflected in the School and Community Agencies/Organizations Agreement, in which all parties "agree that all children in our care need and deserve the very best each of us can offer in the way of professional support regardless of their problems or extent of their needs."

Partnerships in Springfield—between schools and families, the business community, and community agencies and organizations—are initiated and promoted through a series of formal policies and agreements. These agreements are typically drawn up in the form of a compact that is signed by all of the parties in a formal ceremony celebrating the community spirit and joint purposes that have brought the partners together. These agreements also demonstrate, quite explicitly, that partnerships are a two-way street.

Schools and the Business Community

The Springfield Business/Education Collaboration Agreement of April 1990 was signed by the superintendent, all members of the school board, and the chief executive officers of more than 50 Springfield businesses. The agreement with the business community elicits partnerships for improving

and restructuring the schools, helping them become what they need to be in order to address the challenges of urban education. The agreement lists the following priorities: school-based management and improvement planning; early childhood education; restructuring of curriculum; and improved professional development and staff evaluation. Corresponding to these priorities, the business partners are invited to become involved in restructuring by:

- Sending a business representative to the site-based management teams in order to share business experience in organizational development and decentralized planning, and business perspective on outcomes of the improvement process;
- Joining in a critical reexamination of the current K-12 curriculum in light of the expected requirements of the 21st century workplace; and
- Sharing state-of-the-art business practices in staff evaluation and motivation.

Through this partnership, both parties pledge to improve the public schools. Just as importantly, they make a pledge to each other. The school system pledges to the business community that it will graduate:

- Students who have a work ethic to carry over into their employment;
- Students who understand and respect cultural differences and will carry those attitudes into relations with their workmates;
- Students who have learned how to learn and solve problems, in school and on the job; and
- Students who will exhibit ethical strength and integrity in the workplace.

The business partners, in turn, pledge to provide the community and its students with:

- The "creation" and "sustenance" of "good jobs" for youths and other community residents;
- Their best efforts to maintain an integrated workforce that reflects the diversity of the community;
- Opportunities for advancement for graduates of the Springfield Public Schools;
- Support for continuous learning and adult literacy programs in the workplace; and
- Employment opportunities for students that lead to career awareness and help to nurture the work ethic.

Schools and Human Services Agencies

Similar elements of reciprocity can be found in Springfield's School and Community Agencies/Organizations Agreement, signed on May 31, 1990, at a citywide Conference for Children. This agreement created the Springfield Alliance for Youth, an umbrella for youth-serving organizations, agencies, and programs. The alliance was created to improve coordination and increase collaborative efforts on behalf of children, youths, and families, and to help all students overcome out-of-school barriers to meaningful education. In addition to sharing a mutual concern for the needs of the "whole child," signatories to this agreement pledged to help each other meet those needs. As part of its pledge, the school system will create a computerized student database. This data will be shared with other community service providers in order to facilitate follow-up and a more holistic approach to services for children. The district also pledged to help its counseling staff become more knowledgeable about available community services and agencies.

As part of their commitment, the service agencies and organizations will train school system counseling staff in the methodology of case management, reinforce the importance of regular school attendance by school children, help create public awareness, and provide community-based sites for the school system's dropout recovery program.

Schools and Families

Reciprocity and clearly articulated areas of responsibility for achieving a shared goal are also the themes running through of Springfield's Formal Policy on Parent Involvement, adopted in November 1990. This policy recognizes parents as full partners in educational programs, establishes a parent association at every school, and creates a district-level, federated parent-involvement mechanism, SPAN (Springfield Parent Advisory Network). SPAN's responsibilities include helping the school administration and school board stay current on parents' concerns and ideas, periodically surveying the parent population to assure that a wide range of parents' perspectives are brought to the attention of the school system; and reaching out, through the "Parents-Talking-to-Parents" initiative, to segments of the parent population that are systematically underrepresented in traditional parent forums and parent involvement activities.

The school administration has pledged to seek funds and identify resources to support parent involvement; hold principals accountable for implementing the parent-involvement policy; provide translation policies and child care to ensure the broadest possible participation of all parents; and assign a central office administrator to ensure that these and other support

activities are implemented.

Springfield is taking a leadership role in collaborating with the business community to facilitate family involvement in education and home-school partnerships. This business collaboration has become increasingly important as more and more parents work during the school day. Business partners who signed the Collaboration Agreement were invited to consider two specific ways in which the workplace could become more friendly to parent involvement:

1. Allowing guidance and other school staff to visit parents at the work site.
2. Providing one hour of release time at least twice a year to allow parents to attend conferences with their children's teachers.

The Benefits of Partnerships

One result of these partnership agreements is that more people than ever before are involved in the effort to change and improve education in Springfield. Partnerships have mobilized the energies of many caring adults who tutor, read to, or act as mentors for thousands of students. The number of school-business partnerships increased by 50 percent in the 1990-91 school year. Leaders of the Springfield School Volunteers, Inc., which coordinates the contributions of individual volunteers and representatives of community groups that are part of the Community Partners network, estimate that 3,000 adults were involved in the schools during the 1990-91 school year. This involvement included both direct services to children and service on district- or building-level school improvement teams, task forces, and interagency councils. This is a 25 percent increase in participation in two years. Some of the tangible outcomes of increased involvement have been:

- **Choice**. Business people who served on site-based management teams provided technical and management expertise to help magnet schools describe their unique programs more effectively in order to help parents make informed choices.
- **Public relations**. Volunteers from the business community, especially in the areas of advertising and media, collaborated with the schools to design and launch a public relations effort on behalf of the Springfield Public Schools.
- **Interpersonal relations**. The Alliance for Youth held a violence prevention conference entitled "Lifeskills for Today's Youth: How To Create a Non-Violent World." The purpose was to teach students mediation skills that can assist them in their interpersonal relationships both within the school and in the larger community.

- **Dropout prevention**. The Alliance for Youth sponsored the External Alternative Program, a dropout prevention/alternative suspension program in which dropouts receive academic help, preventive education on drugs and alcohol, and follow-up assistance as a transition back to school.

The schools could not have achieved these outcomes alone. They are a testament to the strength and efficacy of collaborative endeavors.

The inclusion of parents in the educational process is of critical importance to children's educational achievement for three very important reasons. First, parents are the most powerful and permanent forces in children's lives. Parents' abilities to reinforce what is taught in school is one of the most significant determinants of children's abilities to master new material and develop new skills. Thus, schools must keep parents informed of children's academic materials and offer to help parents motivate their children to handle the schools' academic demands. Second, Children's attitudes toward school are largely influenced by how their parents feel about the school. ...Therefore, it is important that schools welcome parents into their facilities, and that parents are made to feel comfortable and valued in discussing matters with teachers, administrators, and auxiliary school personnel. Third, parents have bonded with their children, have special insights that could be of help in schools' efforts to enrich each child's learning experiences. ...Creating an atmosphere of cooperation and understanding between schools and parents will require a dramatic change in how our nation views its schools. ...The mutual partnership between parents and schools will ensure that all children arrive at school each day ready to receive an education.

Moore, E. K. (October 1990). "Increasing Parental Involvement as a Means of Improving Our Nation's Schools," paper prepared for the U.S. Department of Education, Office of Planning, Budget and Evaluation.

Community Education in Alabama

Harry Toothaker

Put your ear to the wind and you can hear echoes of the problems facing our schools: "Parents don't feel like they're part of the school. Kids are behind in school and many are going home to empty houses every day. Our schools need outside help."

According to state education officials, at least one program in Alabama is tackling all of these issues—community education. A multi-faceted program, community education offers after-school tutorial and enrichment programs for children, provides opportunities for adults to increase their job skills, and encourages businesses to devote their time and talents to local schools.

"The best way to get support for schools is to find ways that schools can better serve the community," said Alabama Superintendent of Education Wayne Teague. "This program gets people into the schools and offers them opportunities that they can't get anywhere else. That's what makes community education the vehicle for garnering greater support for education," he added.

One of the key concepts in community education is opening up the schools for use by the whole community for lifelong learning. "Most school buildings sit empty for two-thirds of the day," said Dr. Teague. "Community education encourages extended use of the schools, so that the whole community can come in and learn. That's why we call them community schools."

Community education in Alabama began 20 years ago with only two schools. Since then, the program has spread to hundreds of schools in 62 of

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the state's 129 school systems, according to state Department of Education statistics.

Although the program is run differently in each system, each has a designated program coordinator whose salary is paid partially with state funds. In addition, many systems receive federal grants. However, the greatest portion of money spent on community education comes from local sources.In fact, some programs are almost entirely self-funding.

A good example is Lamar County in northwest Alabama, where the county school system operates an extended-day program and offers enrichment classes for adults and children—all without spending tax dollars. "In our county, no tax money is used for these programs," said Community Education Coordinator Glenn Boman. "They're all self-supporting."

The extended-day program was started to keep children of working parents from going home to an empty houses after school, Boman said. Vernon School, which is located in the county seat and serves grades K-12, offers extended-day to children through the sixth grade. The children are served a snack, and are usually entertained by a guest speaker, such as a local policeman or a storyteller. There is also time for recreation and for help with homework, which Boman says is a constant focus of the program. In fact, he says the program directors ask to see each child's homework every day. Parents pay $12 tuition a week for up to 15 hours of care.

Boman says the school system barely covers its costs in the extended-day program but, because of local economic conditions, could not charge more without losing a substantial part of the enrollment. "We have so many mothers out there who are looking for a place where their child will be fed, cared for, and given help with homework," Boman said, "we'd rather offer the program and break even than not offer it at all."

The county's enrichment classes include aerobics and computer literacy for adults, and Spanish, art, and cooking for children. In addition, Boman says, there is a class to help college-bound students prepare for the American College Test.

Community enrichment classes are also part of the community education program in rural Greene County, but the primary focus there is on parent involvement, according to Community Education Coordinator Leona B. Morrow. The county school system has established a PTA council made up of representatives of each local school PTA. The council meets regularly and makes recommendations to the school superintendent on physical plant and instructional needs and student activities. To ensure that parents' concerns are given an ear, the program includes a "Supt-Line," which allows direct communication between council members and the superintendent.

All around the state, the Adopt-A-School program is linking businesses

with schools through partnerships. According to Department of Education figures, more than 850 schools and classes have been adopted by businesses which share their energy and resources to help students. In Greene County, all of the schools have been adopted and that has been a boon to the education system, said Mrs. Morrow. Companies like Coca-Cola and Alabama Power Company have sponsored programs that reward students for special achievement. "Our school adopters are doing things to make a difference in students' lives," Mrs. Morrow said.

Dr. Teague believes that community education has formed an important bond between schools and communities. "By getting parents and business leaders involved in the schools to help meet the needs of the students, and by giving them something in return, community education has become the perfect complement to public education—making our schools truly 'public' schools," he said.

Although school administrators and teachers are increasingly troubled by many parents' lack of involvement in their children's schooling, educators frequently cling to policies designed originally to keep activist parents and community groups at arm's length. These policies must be revised, and schools must now tackle the unprecedented task of involving parents both with their own children and with other parents.

Coleman, J. S. (September 1991). "Executive Summary," *Parental Involvement in Education*. U.S. Department of Education, Office of Educational Research and Improvement.

Two national reports on school readiness, released in December 1991 call for an expanded role for communities. *Caring Communities: Supporting Young Children and Families* is the Report of the National Task Force on School Readiness, sponsored by the National Association of State Boards of Education (NASBE). *Ready to Learn—Mandate for the Nation* is published by the Carnegie Foundation for the Advancement of Teaching. The two documents end with strikingly similar recommendations, suggesting that families, communities, schools, businesses, and government should:

- **Provide integrated and comprehensive services for families and children, including health care, family support, and educational development programs.** The Carnegie report, for example, recommends creating a national network of children's clinics that parallels the network of public schools. In addition to expanded funding for Women, Infants, and Children (WIC) nutrition and other federal programs, the Carnegie report also suggests placing cadres of well-trained health and education teams in community clinics through the National Health Service corps.
- **Expand access to parent education and involvement programs.** According to the Carnegie report, state departments of education can establish comprehensive parent education programs and prepare parent education guides for widespread dissemination.
- **Expand access to quality early childhood education programs.** Both reports recommend the expansion of Head Start and state-funded pre-kindergarten programs in more than 30 states. In addition to increasing access to child care for low-income families, states should develop standards for quality child care as well as professional preparation opportunities and support for child care personnel.
- **Provide active learning environments in kindergarten and primary grades.** Developmentally appropriate practices respond to the diverse needs, characteristics, and experiences of young children.

According to the NASBE report, high quality school programs are "organized with learning centers where children can read, work with blocks, explore science, listen to tapes of stories and music, create art, engage in dramatic play, and manipulate mathematics materials." In such environments, teachers do not merely deliver instruction but instead act as "architects of activities and social arrangements, monitors of group behavior and individual progress, coaches and questioners to extend learning experiences, and coordinators of other human and technical resources." In this new role, teachers will also involve the community as resources.

The Link. (1992). Appalachia Educational Laboratory, 11, 1 (Spring), p.6

Community Education Capacity Building:

1991 National Needs Assessment

Valerie A. Romney

The Mid-Atlantic Center

Since 1987, the Mid-Atlantic Center for Community Education at the University of Virginia has focused on community education planning and development at the state level. These efforts were made possible by a series of grants from the Charles Stewart Mott Foundation of Flint, Michigan, which has been an advocate for, and financial supporter of, community education throughout the United States since the 1930s.

During the first two phases of project activities, the Center concentrated on developmental aspects of state-level community education capacity building. During 1987-88, this concentration was on planning for community education growth. The National State Community Education Planning Project enabled the Center to assess the current status of state-level community education development and to identify those factors common to states with successful and comprehensive community education networks and programs. As part of that process, the Center provided planning assistance awards to 47 states and the District of Columbia to help support the development/updating of five-year (1988-93) state community education plans. In addition to financial support, the Center provided opportunities—a workshop and follow-up session and a national teleconference on community education planning and development—for state project facilitators to broadened their perspective on the national community

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education movement and to explore community education development in other states. This direct, state-level assistance resulted in the successful development of state plans, the establishment of a database on state community education development, and increased enthusiasm and communications within and among existing state community education networks.

The National State Planning and Implementation Project, conducted during 1989-90, focused on implementation. Through a competitive process, 27 states were awarded additional funds to assist with specific follow-up and implementation strategies as "the next step" in advancing state-level community education.

The Mid-Atlantic Center continued its focus on communications by developing and disseminating two products. In the first, Center Director Larry Decker served as guest editor of the Fall 1989 special issue of the *Community Education Journal*, "Planning Tomorrow: Can Communities Fix American Education?" which highlighted information about past and present state-level community education development activities and then looked to the future of planning and capacity building efforts.

The second communications initiative was the development of a national reference manual, *Community Education Across America* (Decker and Romney 1990), which identified exemplary local community education projects and described the status of statewide community education initiatives and support networks. The manual was designed to fill the need—identified through discussions with state facilitators and state and local practitioners—for an "idea source," a place to find out what others were doing, with what level of resources, and to ascertain what might be replicable.

Although activity at both the state and local levels increased as a result of these two projects, it was clear that community education functioned at widely various levels of development in the different states and included a diversity in the "prime players" in a state-level network—any combination of state education agency, institutions of higher education, state associations, active local projects, and other interested and/or cooperating agencies.

The Capacity Building Project

Recognizing that such divergent situations require different types of assistance to further community education development and realizing that network building and capacity development are time consuming activities, the Mid-Atlantic Center began a multi-year, multi-faceted project, the 1991-95 National Networking for State Community Education Capacity Building Project.

Because of its longitudinal design, the Capacity Building Project allows for a natural progression of activities. (1) Over the five-year period, the Center will provide over $200,000 in small grants to assist state-level development. Supported activities include state plan implementation, state model documentation, and regional training. (2) During 1993 and 1994, the Center will sponsor leadership training and dialogue sessions involving teams of community education practitioners whose states are at varying levels of community education development. (3) The Center will identify, develop, and disseminate needed community education materials.

The 1991 Needs Assessment

One of the problems of short-term projects is that there is often insufficient time to conduct an assessment of what needs to be done and then do it. The Capacity Building Project's five-year time period allows the Mid-Atlantic Center to do just that. The 1991 National Needs Assessment was the first step in this process of assessment, development, dissemination, and revision.

The survey focused on issues, materials, and training needs and was designed to serve as a guide for enhancing community education development over the next five years. It combined scaled evaluation questions with open-ended questions in four categories: the respondent; publications; training; and priorities and enhancement. Of the 400 community educators across the country invited to participate, 263 responded.

The Respondents

To provide a framework through which to interpret survey results, a community educator profile was developed. The survey's typical or "average" community educator is the director of community education for a local education agency and has had at least 10 years' experience. He or she has taken two community education classes at a university or a community education center and has attended a workshop sponsored by a state community education association. In the last three years, he or she has attended all state association conferences and one or two National Community Education Association (NCEA) conferences. Our typical respondent identifies him or herself as a community educator and belongs to the state and national community education associations and to one other professional association. However, although respondents most frequently identified themselves as community educators, more than 62 percent identified an area other than, but sometimes related to, community education as their primary area of professional interest.

Information Sources

Our typical community educator reports having a variety of information sources. NCEA, the state community education association, and a university center within the state are judged to be good sources of information. He or she receives the *Community Education Journal*, *Community Education Today*, and a state or regional newsletter. Our respondent reads most of each issue and finds the publications quite useful. He or she also finds *Community Education Across America* a useful manual and recommends periodic revision. In addition to these publications, our respondent's list of "must" readings in community education also includes Decker's *Building Learning Communities*, other Mid-Atlantic Center publications, and Jack Minzey's textbooks. *Phi Delta KAPPAN*, *LERN Course Trends*, *Educational Leadership*, and reform reports, including *America 2000*, are viewed as the most important readings outside the community education field.

These sources do not fill all information needs. There is broad-based agreement among respondents on the need for additional information and materials on educational reform; community education professionalism, including training, how-to manuals, and an issues yearbook; and community education as a discipline, including research and documentation.

Educational reform is a theme that runs through the entire survey; it is identified as an area in which the typical community educator is currently reading, would like additional information, has self-identified training needs, and is or would like to be involved. It is also identified as a strategy for community education enhancement at the national level.

Training

Training needs were identified around a cluster of specific topics. One topic appeared to be of overriding concern: educational reform. Other priority training areas reflect both practical and philosophical concerns. On a practical level, the ability to function in spite of frozen or dwindling resources is a key concern. In a related vein, our typical community educator wants to improve his or her management and administrative skills and to learn to work collaboratively, both with other agencies and in business/community partnerships. Philosophically, our community educator wants to clarify and better understand the basic tenets and concepts of community education. And for those significant others in a community educator's professional world—parents, teachers, school administrators, school boards, advisory councils, other agencies and organizations, businesses, legislators, and state and local governments—community educators are very definite about the training they need: learning what community education is, what its benefits are, and how to work with it in a collaborative manner.

Priorities and Enhancements

Most respondents said that community education initiatives in their states had become stronger over the last three years. For them, governmental/legislative support, program expansion, and identity/recognition are the keys to state growth. Funding is viewed as having a minor role in strengthening community education, and, in fact, is usually identified only in the negative. For those who believe that community education initiatives were weaker or stagnant in their states, one cause predominates: funding cuts.

Issues

Despite a breadth of responses on issues, a certain depth of agreement emerges in the survey. Programmatically, the needs of children and their families are at the center of current activities and are being addressed in a variety of ways: child care/extended-day, at-risk programs, early childhood education, preschool, and parent involvement programs. Educational reform is again identified as an area currently being addressed in a number of states, as are interagency cooperation and partnerships, literacy, and adult basic education.

What if community education were stronger, better organized, better financed? In terms of meeting specific needs, the most frequently identified area in which community education *could* be involved was educational reform, followed by child care and literacy.

Challenges

Inadequate funding, lack of recognition, and general misunderstanding of the field are regarded as the biggest obstacles to community education development. But what can be done about these obstacles? The most frequently recommended solution is to increase community education's visibility, to make others aware of the field and its potential. This one specific recommendation for public relations and marketing activities was identified by almost 25 percent of all respondents. This recommendation, taken together with a call for lobbying and educating significant leaders about community education, was identified by almost half (44.8 percent) of all respondents as the "best cure."

National Strategies

Recommendations for national-level efforts echo the themes that emerged over a number of survey questions: public relations/marketing; collaborative efforts; documentation; and educational reform. A marketing campaign to increase awareness and recognition was the single most

frequently recommended strategy for enhancing community education at the national level. Collaboration with major education and political groups to advance the community education agenda at the national level was also suggested.

Community educators have identified educational reform as a subject on which they want more information and more training, and in which they want to be more involved at the state level. This call for state-level involvement is reiterated as a strategy for national enhancement. In fact, even the call for improved documentation, to prove the effectiveness of community education, was frequently couched in terms of educational reform, with numerous suggestions that community educators develop a model reform project to document the effectiveness of community education processes.

Conclusions and Recommendations

Identity and recognition are the community education field's most pressing concern. The need to educate others and the obstacles that exist because others don't understand community education are themes that recur over many survey questions. This need to address the question, "What is community education?" and the need to disseminate that answer widely will be community education's challenge over the next five years. It is a challenge of self-identify, of public relations and marketing, of lobbying, and of public recognition and support.

The opportunity as well as the challenge is identified in the 1991 Needs Assessment. Educational reform as it is being discussed today is community education without the name, and most well-informed community educators recognize that. Many of the ideas—the jargon, if you will—of today's reform reports have been in the vocabulary of community educators for many years. Parent involvement, community involvement, collaboration—these were part of community education's basic foundation long before today's calls for restructuring. Therefore, it should be no surprise that educational reform is the topical issue of concern that overrides all others among community educators.

Community educators want to be involved in educational reform. In some states, they already are as described earlier in this monograph, but their involvement is not well recognized at the national level.

Participants in the survey have provided the direction and focus for further community education enhancement activities. The Mid-Atlantic Center, in conjunction with other community education organizations, is beginning to address these concerns. This monograph and the Winter 1992 special theme issue of the *Community Education Journal*, "Redefining

Schools: Community Education's Role in the Education Reform Movement," are a first response to the call for information on educational reform. Together, these two publications begin to address both information needs and recognition and awareness needs by bringing the full scope of community education's potential to the forefront as a strategy for addressing today's most pressing educational concerns.

For additional information or a copy of the complete survey report, please contact:
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Charlottesville, VA 22903

Public schools are the primary public institution charged with helping children prepare to be capable adults. As such, they have the responsibility for ensuring that their students learn by adapting to the children's changing circumstances and learning needs.

"The Unfinished Agenda: A New Vision for Child Development and Education" (1991). A Statement by the Research and Policy Committee of the Committee for Economic Development, New York, p. 5.

Key points [in what educational reformers are saying]:

- *Not every kid learns in the same way or at the same speed.*
- *The primary responsibility of a school is learning, but it must also tie in very directly with life outside of school.*
- *Schools must adapt to the fact that we're on our way to dropping the age-old assumption that some kids have the ability to learn, others don't; that effort, not ability, is the key determinant of success.*
- *Schools must work for individual students, not just the collective student body.*
- *Parents and the community should play a larger role in helping to determine how schools should function, but bringing parents in and keeping them in is a difficult task.*
- *School Staff, along with District Leadership, must be accountable for student performance.*

School Restructuring: What the Reformers Are Saying. Education Commission of the States, November 15, 1990.

Whereas in the past it was acceptable for public education to educate some subset of students—perhaps 10 to 25 percent—to high levels of competence, the new economic order will require essentially all students to achieve these levels.

Conley, D. T. (February 1991). "Restructuring Schools: Educators Adapt to a Changing World," *Trends and Issues*, ERIC Clearinghouse on Educational Management.

The United States is graying. The largest transfer of wealth in history has shifted poverty from the bent backs of the aged to the small backs of children.

The Education Agenda (1990). Denver, CO: Education Commission of the States, p. 4.

The Evolutionary Image Versus The Existing State

A Desired Future State	The Barriers
• We should imagine education as a societal system integrated with all other societal systems in a cooperative/coordinated relationship.	• Education is an autonmous social agency separated from other societal systems.
• Education should reflect and interpret the society as well as shape the society through co-evolutionary interactions, as a future-creating, innovative and open societal system.	• Education is an instrument of cultural and knowledge transmission, focusing on maintain the existing state and operating in a closed system mode.
• Education should provide resources, arrangements, and lifelong experiences for the full development of all individuals.	• Education now provides for instruction to the individal during his/her school-age years.
• Education should embrace all domains of human and societal existence inculding the socio/cultural, ethical, moral, spirtual, economic/occupation, physical/mental, political, scientific/technological, and aesthetic.	• Education focuses on the basics and preparation for citizenship and employment.
• Education should be organized around the learning experience level; arrangements should be made in the environment of the learner to attain competence.	• Education is now organized around the instructional level; arrangements are made that enable the teacher to present subject matters to students.

Desired Future State cont'd	The Barriers cont'd
• We should use a variety of learning methods: self-directed, other-directed, individually supported group learning, cooperative learning, social and organizational learning—all useful to enhance individual and societal learning.	• Teacher-class/teacher-student interactions are the means to provide instruction.
• We should use the large reservoir of learning resources and arrangements available in the society to support learning.	• The use of educational resources and arrangements is confined within the territory of the school.
• Education should recognize that there are no limits to learning and that currently we are developing only a fraction of our potential.	• Today we act as if individuals are limited in how much they can learn.
• Education should create a broad transdisciplinary framework within which to integrate theory and the variety of disciplinary perspectives relevant to education.	• Today we study and comprehend education from a variety of unintegrated and disjointed theoretical and disciplinary perspectives.
• We should take a broad, systemic, and interactive approach to the analysis, continuous design, development, and mangement of educational systems.	• We are practicing a fragmented, piecemeal, part-oriented and tinkering approach to educational improvement.

McCune, S. (1988). "Directions for Restructing Schools for the Future," *Noteworthy*. Mid-Continent Regional Educational Laboratory, p.19.

A Call for Action

This monograph is the end product, resulting from a decision to examine a recurring question asked by community educators, "Why is community education not recognized in the educational restructuring and reform reports and literature?" Individuals closely aligned with the community education field as well as recognized experts in the broader education community were asked to take a critical look at the pros and cons of community education and give their opinion. Descriptions of state- and local-level restructuring efforts using the community education process were included to provide concrete examples of the application of theory to practice. Finally, a review of numerous articles and reports on educational restructuring/reform produced the collection of quotes that were added to give as broad a perspective as possible on the salient ideas and principles identified with the community education movement.

The consensus is that the community education process should be used to bring about the needed changes in education.

Community education advocates emphasize the reality of the interdependence of the home, school, and community. They point out that schools mirror both the problems and opportunities of families and communities and are not the root cause of the problems in American education. Efforts focused exclusively on schools without regard for this home/school/community interrelationship—the "ecology" of education, as Goodlad calls it—merely treat the superficial symptoms of more complex problems. Education cannot improve unless the root causes of failure are addressed.

The ideas and thoughts contained in this monograph provide the foundation for effective educational restructuring using the community education process. They document the fact that schools can become the facilitating, coordinating, and communicating unit that brings about much needed change. The school as change agent can involve and positively impact families and whole communities and, as a result of those activities, can succeed in its traditional mission of educating our nation's youths.

Across the nation, there is an increasing sense of urgency to solve the problems related to schools in particular and communities in general. The problems have far-reaching implications for the future of our economy and

for the democratic functioning of our society. We have moved into an age of information and technology; our population is aging; and, we are increasingly a nation of minorities. We cannot afford to throw away by condemning to failure a large proportion of our children.

America 2000 recognizes that schools can only educate children who are ready to learn. In fact, it identifies as its first goal, "By the year 2000, all children in America will start school ready to learn." That readiness includes two vital aspects derived from the child's home and community--the physical, in terms of health and nutrition, and the emotional, in terms of parental support and a safe environment. For schools to succeed, our society must succeed. We cannot restructure one in isolation; it must be a synergistic growth process through which we can work together to meet the challenges of our changing realities.

The challenges are known; the consequences of inactivity and the despair of an incomplete response are clear. It is time to meet the challenge. It is time to treat the root cause *and* the symptom.

This monograph is more than an interesting and thought provoking collection of articles. It is a call for action--a call to use the community education process to build communities where learning can happen!

L.E.D. and V.A.R.
Charlottesville, VA
April 2, 1992

Beginning with a national survey in 1989, Joining Forces has been gathering extensive information about collaborative ventures around the country. Some efforts are well-established, statewide, comprehensive services programs. And some are smaller, but no less significant, local initiatives targeted at providing assistance like tutoring for students with school difficulties or child care for latchkey children. What all of the efforts have in common is that they involve people from different sectors working together to assist a common group of children or families.

"Spreading the Word about Collaboration," *Joining Forces Connections*, Issue 2, Spring 1991. (Joining Forces is co-sponsored by the American Public Welfare Association and the Council of Chief State School Officers.)

Epilogue

James M. Cooper

This volume helps greatly to identify and clarify the problems and challenges facing community education advocates and their role in the recent educational reform movement. As we learn from this volume, many of the reform movement's elements have been espoused by community educators for many years. These elements include educators, businesses, and communities working together; expanding school timeframes and offerings to meet societal needs; improving interagency cooperation; expanding volunteerism in public education; and establishing community consensus on educational goals. The puzzlement to community educators is why, with few exceptions, haven't they been major players in the educational restructuring process?

Several answers emerge from this volume. Many of the reform strategies are not attributed to community education because the concept is so broad and all-encompassing that its defining characteristics are nebulous. Community educators have also avoided intruding on the "regular" school offerings, but promoted add-on programs, particularly for adults and preschool children. Thus, they have not worked with teachers and principals on curricular and instructional issues that affect children's school work. They have been on the periphery of schooling or school reform. In Joyce Epstein's words, "Community educators are not now perceived as people who work with teachers to help students succeed...."

I feel compelled to make another point. Most school boards, administrators, and teachers are more interested in school reform than in restructuring education. They want to make improvements but are not convinced that the whole system needs to be changed. Business leaders, on the other hand, believe that the system needs to be restructured if it is to produce the kind

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of workers they believe they need to compete on the international level. Community educators, it seems to me, have been urging structural change in the way education is conceived and delivered, which may seem overwhelming to educators and school boards. If true, this might also help to explain why community educators have been on the periphery in local change efforts.

So how can community educators become more involved and influential in the reform/restructuring efforts? David Seeley identified what I believe is a grand opportunity when he said that the invitation for communities to become *America 2000* Communities could be used to promote action plans that involve parents and others at a level beyond what many schools usually encourage. Helping to mobilize a community to achieve its educational goals, including those for all ages of the population, represents an opportunity not to be missed.

It behooves us all to make sure that every child in America has a good education and access to a good job. We cannot, as a nation, afford to throw any child away; we need them all to be come successful adults if the economy, the community, the work force, the military—indeed, the nation—are to thrive.

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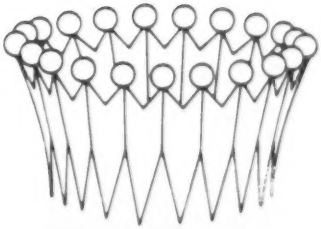

NATCO

National Coalition for Community Education

The National Coalition for Community Education (NATCO) was establish in 1987 in response to a recommendation to the Charles Stewart Mott Foundation by a special Community Education Endowment Task Force. It is comprised of approximately twenty individuals invited to represent national, state, and local community education perspectives. NATCO's primary purpose is to address issues which are necessary for sustaining the field of community education.

NATCO has two goals:

- To design a mechanism for developing and continually reassessing the definition and philosophical bases for community education and for developing strategies by which community education can implement such philosophical approaches.
- To identify current and future issues where community education can play a key role and developmental strategies by which community education can implement such roles.

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NCEA National Community Education Association

The National Community Education Association (NCEA) was founded in 1966 to advance and support community involvement in K-12 education, community self-help, and opportunities for a better life for everyone in the community through lifelong learning. NCEA provides its members with national leadership and advocacy; publications, conferences, and workshops; and information and referral services. NCEA's members include about 1500 individuals and institutions from every state in the United States, seven Canadian provinces, and sixteen foreign countries. Thirty-eight state community education associations are affiliated members of NCEA. Membership dues are: $90 Individual, $35 Associate, $215 Institutional.

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National Committee for Citizens in Education

The National Committee for Citizens in Education (NCCE) is a private, non-profit organization devoted exclusively to improving the quality of public schools through increased public involvement. Through its information resources, which include a toll-free hot line, a series of jargon-free handbooks and films, and a training program, NCCE provides the information resources parents and citizens need to become involved in education decisions at the local level. NCCE also offers School-Based Management training to help parents and educators to work constructively together. Individuals, parents, and citizen groups who contribute $25.00 or more to NCCE receive a subscription to NCCE's *NETWORK*, the Annual Report, and interim mailings.

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